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ABSTRACT

Analysis of survey responses from 98 Wisconsin education/job programs administrators resulted in the following recommendations, among others: (1) Private Industry Council (PIC) members must play a more meaningful role in the oversight of local programs and should receive inservice education from the Division of Employment and Training Policy (DETP) to be able to do that; (2) the DETP should help clarify issues regarding conflict of interest for PIC members; (3) a state/local task force should develop a code of ethics for PIC members; (4) the Job Training Partnership Act (JTPA), the Vocational, Technical, and Adult Education and the Department of Public Instruction personnel must continue to increase service levels for women and older workers; and (5) personnel at all JTPA levels should work together to determine the best strategies to provide more supportive services and to extend participants' time in programs as appropriate. The goals of the study included determining the extent to which Wisconsin's Carl D. Perkins Vocational Education Act (VEA) and JTPA administration during 1986-87 met statutory intent. Limitations of the study were the following: (1) the mixture of random and nonrandom sampling techniques; (2) the unknown impact that combining survey techniques (questionnaire, personal interview, and telephone interview) could have; and (3) the paucity of quantifiable data on the student outcomes of special needs populations for VEA activities. (In addition to a three-page bibliography, the document contains 40 tables.) (CML)

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February 17, 1989

Ms. Shirley Thompson
Executive Director
Wisconsin Council on Vocational Education
30 W. Mifflin Street, Suite 703
Madison, Wisconsin 53703

Dear Ms. Thompson:

It is my pleasure to submit to the Wisconsin Council on Vocational Education "A Study of Carl D. Perkins and JTPA Programs and Activities in Wisconsin 1986-87 and 1987-88."

This report meets the Council's Carl D. Perkins Vocational Education Act mandate Sec. 112 (d)(9)(A) to:

> "evaluate at least once every two years (i) the vocational education program delivery systems assisted under this Act, and under the Job Training Partnership Act, in terms of their adequacy and effectiveness in achieving the purposes of each of the two Acts and (ii) make recommendations to the State board on the adequacy and effectiveness of the coordination that takes place between vocational education and the Job Training Partnership Act..."

The report also contains responses to the "common evaluation questions" formulated by the National Association of State Councils on Vocational Education.

Sincerely yours,

Kathleen A. Paris

Kathleen A. Paris, Ph.D.
President, PARIS and ASSOCIATES
Educational Division

KAP/br
Enclosure

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Kathleen Paris

EXECUTIVE SUMMARY

This study was conducted by Paris and Associates for the Wisconsin Council on Vocational Education in 1989. According to federal law (P.L. 98-524), the Council is charged with evaluating the Carl D. Perkins Vocational Education Act and the Job Training Partnership Act (JTPA) every two years.

Goals of the study were to: assess the extent to which administration of the two Acts meets their statutory intent in Wisconsin; to examine questions by the National Association of State Councils on Vocational Education (NASCOVE) relative to degree and effectiveness of private sector involvement in vocational education, services to special populations, and coordination between JTPA and vocational education. Other goals were to identify a secondary and post-secondary model of cooperation and to identify factors that encourage and impede coordination.

Local and state JTPA, K-12, and Vocational, Technical and Adult Education (VTAE) personnel were surveyed as well as K-12 Special Education Directors. In all, 98 written, personal, and telephone surveys were administered for a response rate of 86%.

Carl D. Perkins VEA

According to anecdotal information, the Carl D. Perkins Vocational Education Act (VEA) appeared to be administered according to statutory intent during the two years under study, although quantitative data were limited.

Private Sector Involvement

Major findings relative to private sector involvement were that, in spite of the frequent use of advisory committees, only half of the respondents said it made a significant contribution.

Special Needs Populations

At the K-12 level, the Act was seen as having had a moderately to slightly positive effect on special populations. The VTAE rating was moderately positive. Child care was cited as the most inadequate element for K-12 special populations. Transportation was shown to be inadequate for post-secondary special needs students. K-12 respondents felt that programs to reduce sex bias and stereotyping had a moderately to slightly positive effect on instructors and their students. VTAE respondents felt that such

programs had a moderately positive effect on instructors and a slightly positive effect on students.

Coordination Strategies

A number of cooperation and coordination strategies were evident at the state and local levels. However, a number of respondents indicated that there was unnecessary duplication between the Private Industry Councils (PICs) and Job Service and VTAE Colleges in some SDAs.

The Job Center where JTPA, Job Service, VTAE Colleges, and other agencies were co-located for "one-stop shopping" for employers and participants was viewed as a major coordination mechanism.

Major factors that facilitate coordination between the Acts were identified as: governmental coordination requirements; limited resources; similar target groups; personalities; coordination at the state level; regular communication; joint planning; financial incentives.

Top barriers to coordination between the Acts were identified as: separate time lines and planning cycles; personalities; turfism; paperwork; different reporting; JTPA eligibility; different purposes; political nature of JTPA; lack of time; lack of common language in the Acts.

The secondary coordination model identified was the Jobs Target Program - Single Parents Consortium headquartered in Ashland in CESA 12. The cooperating SDA was the Northwest CEP, Inc.

The post-secondary coordination model identified was the Southwestern Wisconsin Job Center, a cooperative effort of the Southwestern Wisconsin SDA, Southwestern Wisconsin VTAE College, and Wisconsin Job Service.

The Job Training Partnership Act

In the aggregate, Wisconsin's 17 SDAs exceeded their federal performance standards for enrollments, placements, wages, and costs. Thirteen weeks after termination, 68% of the former adult participants were employed. The study raised concerns about the declining levels of job placement for women and enrollment and placement levels for older workers, the lack of support services, the relative lack of formal training provided to participants either in occupational skills or basic education, as well as the adequacy of income provided by the job placements.

Commendations

Commendations were made to the following:

1) The Division of Employment and Training Policy (DETP), Job Service, Wisconsin Board of VTAE, and the four participating SDAs, Central Wisconsin, Southwestern Wisconsin, Northwest Wisconsin CEP, Inc., and Northern Lake Winnebago for developing and implementing Job Centers;

2) The 17 SDAs and the DETP for Wisconsin's aggregate record of consistently exceeding federal performance standards;

3) The Bureau for Vocational Education, Wisconsin Department of Public Instruction for developing curriculum planning guides for Agriculture, Business, Home Economics, Marketing, and Technology Education

4) and for developing a cadre of individuals in each CESA who can provide leadership in sex equity activities

5) and for implementing the Designated Vocational Instruction Program (DVI) to help special education students succeed in regular vocational classes;

6) The Wisconsin Board of VTAE for its commitment to, and support of, vocational-technical education for the incarcerated

7) and for leadership in focusing public attention and resources on the problem of adult illiteracy in Wisconsin.

Recommendations

1) Private Industry Council members must play a more meaningful role in oversight of local programs and should receive in-service training from DETP to fulfill this role. Due to the complexities of JTPA, PIC members need a common base of knowledge in order to exercise their oversight responsibilities.

2) The DETP should provide leadership to help clarify the conflict of interest issue for PIC members. The question of whether their participation on the PIC might be unlawful in certain circumstances when the company or agency they represent receives PIC funds is of great concern to individual members.

3) A state-local task force should be convened to develop a code of ethics for PIC members.

4) DPI, JTPA, and VTAE personnel must continue to strive to increase service levels for two targeted high needs groups, women and older workers: JTPA Service Delivery Areas and DPI (8% projects) for job placement for women; and JTPA SDAs and VTAE (8% projects) for enrollment and job placement of older workers. DETP should examine effects the change in the 6% incentive policy may have had on services to women and older workers.

5 and 6) All JTPA levels should work together to determine the optimal strategies to provide more supportive services and to extend participants' time in programs as appropriate. If more participants with multiple barriers to employment are to be served, they will require more services over a longer period of time than is typically provided.

7) The JTPA follow-up of participants required by the Department of Labor at 13 weeks should be conducted 6-12 months and again five years after termination so that the program's lasting effects on participant employability can be known.

8) The State, through DETP and the Wisconsin Jobs Council, should take a proactive role in requiring that SDAs consistently utilize existing education and labor exchange agencies as specified in Sec. 107(b) and 107(c) of the Act.

9) Following the success of Job Centers, the Wisconsin Board of VTAE and DETP should work together to develop a model to meet the needs of Wisconsin's service sector for unskilled or low-skilled workers while enabling the individuals to continue in a career ladder with more training and basic skills education. The incentive policy might be used to stimulate such a model.

10) The Wisconsin Board of VTAE should revise the format for the WBVTAE Annual Performance Report for Carl D. Perkins Vocational Education Act funds to make the report more meaningful. This change is critically important as analysis of data for decision-making is very difficult with the current format.

11) The Wisconsin Jobs Council should strengthen the coordination criteria requirements to ensure that the PIC and all K-12 districts in the SDA meet at least once each year to identify common needs and planning opportunities in a structured manner.

12) LVECs should consistently be the link between PICs and high schools. The 8% monies might be utilized to ensure that this linkage occurs more frequently.

13) The Bureau for Vocational Education, Wisconsin Department of Public Instruction should examine whether or not the requirement for an LVEC for Carl D. Perkins Act funding assists the "most economically depressed areas of [the] State..." as required in Sec. 2 of the Act.

14) The boundaries for SDAs, VTAE Colleges, and Cooperative Educational Service Agencies (CESAs) should be coterminous to eliminate duplication of effort.

15) K-12 and VTAE vocational educators should improve their ability to develop mutually beneficial relationships with the private sector by using advisory committees to greater advantage.

16) The Carl D. Perkins Vocational Education Act and the Job Training Partnership Act (JTPA) should continue as two separate pieces of legislation in that the former must address the very broad needs of the total labor market, while JTPA addresses needs of a very narrowly defined target group. The Acts should be as consistent as possible in time lines, fiscal reporting requirements and definitions and, as appropriate, in participant reporting requirements to facilitate coordination.

17) For better local coordination, all human service and educational agencies must coordinate their efforts at the state level, especially in developing new programs.

18) State agencies, particularly DILHR and DHSS and, where appropriate, the educational agencies, WBVTAE and DPI, should expand efforts to develop a more uniform client accounting system.

19) Selection criteria for administrators and managers in employment and training, job exchange, human services and educational settings should include evidence of skills in interagency cooperation and collaboration.

GOALS OF THE STUDY

The seven major goals of the study were:

I. Assess extent to which administration of Carl D. Perkins Act in Wisconsin meets statutory intent.

II. Assess extent to which administration of Job Training Partnership Act (JTPA) in Wisconsin meets statutory intent.

III. Assess status of coordination between the Acts, private sector involvement, and impact of Carl Perkins set asides on special populations as specified in "Common Evaluation Elements" produced by the National Council on Vocational Education (Barnhardt et al., 1988), specifically:

Carl D. Perkins Vocational Education Act

1. How frequently is vocational education accessible to special populations in terms of instructional personnel, equipment, transportation, day care, facilities, programming, curriculum, counseling, employment placement, and coordination with other agencies, service providers?

2. What effect have the set asides had on handicapped, disadvantaged, adults in need of training and retraining, single parents or homemakers, criminal offenders in correctional institutions, participants in programs to eliminate sex bias and stereotyping?

3. How has the funding formula affected the state's ability to provide vocational education for disadvantaged and handicapped?

4. To what extent is the private sector involved in vocational education and how much of an impact has private sector involvement had?

5. How is Carl D. Perkins Vocational Education Act funding allocated between secondary and post-secondary vocational education?

6. How have performance standards affected ability of JTPA programs to serve populations with serious barriers to employment?

7. To what extent does coordination occur between vocational education and JTPA at state and local levels?

IV. Identify factors that encourage coordination.

V. Identify factors that discourage coordination.

VI. Identify 2 models of cooperation between Carl D. Perkins Act/JTPA/vocational education. (1 secondary, 1 post-secondary)

VII. Develop commendations and recommendations based on above.

It should be clear from the goals described above that the study makes no attempt to compare the efficacy of the two Acts. Even if this were intended, it would be very difficult, as the Acts are very different in their intents, even though they share some common target groups.

Time Frames

This study covers Fiscal Years 87 and 88. It includes, then, the time period between July 1, 1986 through June 30, 1988. (FY 87 covers July 1, 1986 - June 30, 1987, and FY 88 covers July 1, 1987 - June 30, 1988.) JTPA reporting is by Program Year (PY). PY 87 would cover July 1, 1987 - June 30, 1988.

To avoid confusion, actual calendar dates are cited rather than either the FY or PY abbreviations.

ABBREVIATIONS AND ACRONYMS USED IN THIS REPORT

BVE	Bureau for Vocational Education of the Wisconsin Department of Public Instruction
CESA	Cooperative Educational Service Agency (the State's 12 CESAs provide a variety of services for school districts.)
DETP	Division of Employment and Training Policy of Wisconsin Department of Industry, Labor and Human Relations
DHSS	Wisconsin Department of Health and Social Services
DOL	U.S. Department of Labor
DPI	Department of Public Instruction (Used synonymously with BVE in this report.)
EDWAA	Economic Dislocation and Worker Adjustment Assistance Act (Replaced JTPA Title III. Implementation in 1989.)
EPS Levels	Equitable Provision of Service (JTPA term which refers to levels of service for six targeted populations in Wisconsin.)
FY	Fiscal Year
JTPA	Job Training Partnership Act
LVEC	Local Vocational Education Coordinator (Supervises local secondary vocational programs)
PIC	Private Industry Council (Local Board that oversees JTPA programs)
PY	Program Year
RFP	Request For Proposals
SDA	Service Delivery Area (One of 17 geographic areas of State that receives JTPA funds)
VEA	Carl D. Perkins Vocational Education Act

WJC Wisconsin Jobs Council (Policy body overseeing over 40 employment and training programs in Wisconsin to ensure coordination with the Governor's key roles for employment and training)

WBVTAE Wisconsin Board of Vocational, Technical and Adult Education

THE CARL D. PERKINS VOCATIONAL EDUCATION ACT

The Carl D. Perkins Vocational Education Act (Public Law 98-524) was passed by Congress in 1984. It replaced the Vocational Education Act Amendments of 1976. The Wisconsin Board of Vocational, Technical and Adult Education (WBVTAE) receives these federal funds and distributes them to the Wisconsin Department of Public Instruction for secondary vocational education programs and local VTAE colleges for post-secondary vocational-technical education. The Act is divided into four titles. Title I describes the state allotments and state administration requirements, including the requirement for the State Council on Vocational Education. Title II is divided into two parts, A and B. Titles II through IV are summarized below:

Basic State Grants for Vocational Education Title II, Part A - Vocational Education Opportunities

1. Handicapped (10%)
2. Disadvantaged (22%)
3. Adults in need of training and retraining (12%)
4. Single Parents and Homemakers (8.5%)
5. Those who participate in programs to eliminate sex bias/stereotyping in vocational education (3.5%)
6. Criminal offenders in correctional institutions (1%)

Basic State Grants for Vocational Education Title II, Part B, Program Improvement, Innovation and Expansion

1. Program Improvement
2. Program Expansion
3. Skilled Occupations
4. Post-secondary Adult
5. Curriculum Development
6. Technical Assistance or Research
7. Equipment and Renovation
8. Sex Equity Personnel
9. Construction
10. High Tech Equipment
11. Professional Development

Community-Based Organizations, Title III, Part A

Special Programs
Vocational Education Support Programs

Consumer and Homemaking, Title III, Part B

Consumer and Homemaking program development and improvement
Consumer and Homemaking Support Services

The percentages behind each group listed under Title II, Part A indicate what percentage of the Title II monies must be spent for those targeted groups. These dollars are termed "set asides" as the amounts are literally set aside for those groups. Fifty-seven percent (57%) of Title II is set aside for the targeted groups. The remaining 43% is designated for program improvement and innovation.

Of the Title II Basic Grant, 55% is allocated to post-secondary and 45% is allocated to secondary vocational education.

The nine purposes of the Carl D. Perkins Vocational Education Act are set forth in Section 2 of the Act:

1. Assist the States to expand, improve, modernize, and develop quality vocational education programs in order to meet the needs of the Nation's existing and future work force for marketable skills and to improve productivity and promote economic growth;

2. Assure that individuals who are inadequately served under vocational education programs are assured access to quality vocational education programs, especially individuals who are disadvantaged, who are handicapped, men and women who are entering non-traditional occupations, adults who are in need of training and retraining, individuals who are single parents or homemakers, individuals with limited English proficiency, and individuals who are incarcerated in correctional institutions;

3. Promote greater cooperation between public agencies and the private sector in preparing individuals for employment, in promoting the quality of vocational education in the [State], and in making the vocational system more responsive to the labor market in the [State];

4. Improve the academic foundations of vocational students and to aid in the application of newer technologies (including the use of computers) in terms of employment or occupational goals;

5. Provide vocational education services to train, retrain, and upgrade employed and unemployed workers in new skills for which there is a demand in [the] State or employment market;

6. Assist the most economically depressed areas of [the] State to raise employment and occupational competencies of its citizens;

7. To assist the State to utilize a full range of supportive services, special programs, and guidance counseling and placement to achieve the basic purposes of this Act;

8. Improve the effectiveness of consumer and homemaking education and to reduce the limiting effects of sex-role stereotyping on occupations, job skills, levels of competency, and careers;

9. Authorize national programs designed to meet designated vocational education needs and to strengthen the vocational education research process.

Funding for handicapped and disadvantaged students is allocated by formula based on the eligible numbers in a given district. The rest of the funds are distributed by request-for-proposal (RFP).

Table 1 indicates the total amounts of both Carl D. Perkins Vocational Education Act and JTPA funds coming into Wisconsin in the years under consideration.

TABLE 1

CARL D. PERKINS VOCATIONAL EDUCATION ACT AND JTPA FUNDS COMING INTO WISCONSIN FY '87 AND FY '88

Federal Law	1986-87	1987-88
Carl D. Perkins Vocational Education Act	$16,348,997	$15,641,153
Job Training Partnership Act	$52,427,329	$51,684,421

Source: Division of Employment and Training Policy, Wisconsin Department of Industry, Labor and Human Relations, and Wisconsin Board of Vocational, Technical and Adult Education.

THE JOB TRAINING PARTNERSHIP ACT

In October, 1982, the federal Job Training Partnership Act (JTPA) was enacted as Public Law 97-300. The Act appropriated approximately $3.6 billion nationally for programs to provide job training to economically disadvantaged and unemployed individuals during its initial year of implementation.

The Job Training Partnership Act sets forth its purpose in Section 2 of the Act:

> "It is the purpose of this Act to establish programs to prepare youth and unskilled adults for entry into the labor force and to afford job training to those economically disadvantaged individuals and other individuals facing serious barriers to employment, who are in special need of such training to obtain productive employment."

JTPA replaced the Comprehensive Employment and Training Act (CETA) as the major federal job training and employment legislation. JTPA differed from prior CETA legislation in a number of ways, including a major shift in responsibility and authority from the federal to state government. More responsibility was also given to the private sector to work "in partnership with" local governments (which receive the majority of program funds) in developing job training programs.

The Act had five major sections: Title I, which established JTPA's purpose and defined program rules; Title II, which created training services for the economically disadvantaged (II-A) and the summer youth program (II-B); Title III, which established assistance for dislocated workers; Title IV, which described federally administered programs for migrants, Native Americans, veterans, and the Job Corps; and Title V, which contained miscellaneous provisions, including amendments to the Wagner-Peyser and Social Security Acts.

Title III for dislocated workers was replaced by the Economic Dislocation and Worker Adjustment Assistance Act (EDWAA) in 1988 with full implementation required by July 1, 1989. EDWAA requires increased local planning and delivery of services and emphasizes rapid response to worker displacement. Under EDWAA, the state will retain 40% of the total for administration, statewide, regional, or industry-wide projects, and rapid response. Sixty percent (60%) of the total will go to substate grantees.

Title II of the Act specifies that 90% of the participants be economically disadvantaged. At least 40% of Title IIA funds must be spent on youth, with AFDC recipients and school dropouts being served on an equitable basis.

The legislation sets aside 22% of the Title IIA funds for state level programs and administration, while 78% goes directly from the state by formula to the SDAs for local programs. No more than 30% of the SDA funds may be used for administration and support services. Also, only 15% of the total SDA funds may be used for administration. The remaining 70% of funds are used for training activities such as: assessment; classroom training; on-the-job training; and placement services.

Of the 22% funds for state-level programs, 6% is for technical assistance and incentive grants to SDAs meeting or exceeding performance standards; 3% for older workers; 8% for education coordination and training; and 5% for administration and special programs. The 8% funds go to DPI and WBVTAE to be administered to local VTAE and K-12 districts for education, coordination and training.

Originally, the Governor's Employment and Training Office (GETO) was responsible for state policy development, administration and oversight of JTPA funds. In 1985, JTPA responsibilities were transferred to the Division of Employment and Training Policy in the Department of Industry, Labor and Human Relations. The Governor established a State Job Training Coordinating Council (SJTCC) and created 17 Service Delivery Areas (SDAs). The SDAs are the geographic boundaries through which job training services are delivered. They range in size from one to ten counties. Within each area, a Private Industry Council (PIC), consisting of a majority of private sector members and others interested in employment and training (for example, Job Service officials, organized labor representatives and educational agencies) is responsible for local administration of JTPA programs. PICs are responsible for policy direction, oversight of local programs, the development of the two-year plan and selection of service providers. Private Industry Council members are appointed by local elected officials within each Area.

Some of the Private Industry Councils have incorporated and three are administered by a Madison-based firm. All 17 PICs have administrative staffs.

Besides making the local PICs partners with local governments and reducing the federal government's role, JTPA was different from CETA in the following ways:

- JTPA has only three allowable cost categories: administration; participant support and training;

- ...JTPA emphasizes that funds be used to serve youth; the emphasis on serving youth is reflected in the requirement that 40 percent of program funds spent in Service Delivery Areas must be spent for youth training.

- Public secondary and higher education systems are allowed to be major, direct recipients of JTPA funds.

- The program is designed to measure the performance of agencies receiving funds; this emphasis on specific performance standards to be used in awarding incentive grants is a major change from prior CETA legislation.

- Unlike CETA, JTPA does not [allow] creating jobs in the public sector. [On-the-job training in the private sector is emphasized, however.]

- The Act requires dislocated workers to be served to a greater degree than before. There is no requirement that economic need be demonstrated in the dislocated worker (Title III) program. (State of Wisconsin Legislative Audit Bureau, 1985)

A study similar to this one noted similarities and differences between the two Acts:

> A fundamental premise of each federal act is that vocational education and job training both have a major responsibility in contributing to the economic health of the nation by developing a productive and competent work force. The two areas which are most directly addressed by both pieces of legislation are the accessibility of programs of high quality for particular groups of people and the development of a skilled work force to meet the needs of employers in the state.
>
> A major difference between the two programs is the scope of the enterprise. The Carl D. Perkins Vocational Education Act, while having a significant influence on vocational education as a whole, represents only a minor part of a total tax fund investment in a well-established infrastructure of education and training. Approximately nine percent of the total local, state and federal vocational education funds are from the Carl Perkins Act. On the other hand, Job Training Partnership Act funds are virtually the only source for the activities under JTPA. [PICs, however, can and do, in some cases, administer other sources of funds such as AFDC.] Although the amount of federal JTPA funds is substantially greater, the total

expenditures from all sources are far greater in the activities directly supported by the Perkins Act.

Overall, the Perkins Act operates to provide funds which augment existing structures of education and training in the provision of services to meet the purposes of that act. On the other hand, the Job Training Partnership Act has established its own unique structure of Private Industry Councils and operates in a purchase of service mode in order to meet highly specific performance criteria...This basic difference is central to the requirement and the need for effective coordination between the two Acts by the various parties concerned with education and training in the State. (Vocational Education-Job Training Partnership Coordination, 1987.)

STUDY DESIGN AND METHODOLOGY

The study combined primary survey research with analysis of existing secondary data. Surveys were administered by telephone, in written "paper-and-pencil" format, or in personal interviews. Five on-site visits were also made. All told, ten groups were surveyed, resulting in 98 responses. The aggregate response rate for all groups was 86%. Table 2 indicates the groups, the respective response rates, and the survey methods.

Due to the complexity and variety of issues the report examined, several sampling techniques were utilized. A five percent sample of K-12 Special Education Districts was drawn from the Wisconsin Department of Public Instruction directory. Half were randomly selected from districts that had a Designated Vocational Instructor (DVI) program and half were randomly selected from districts that did not have the program. The distinction was made to control for the probable positive effects the presence of the program could have on how the Special Education Directors viewed vocational education for students with special needs. The K-12 Special Education Directors were surveyed by telephone in January, 1989.

For the staff of the Bureau for Vocational Education, at the Wisconsin Department of Public Instruction, a census of the whole population of supervisors was taken rather than a sample. Bureau Director Richard Dignan had indicated that virtually all of the 25-member staff would be conversant on some aspects of the survey questions. Thus the survey was administered at a staff meeting in November, 1988. In addition, the researcher interviewed four DPI supervisors.

Supervisors on the staff of the Wisconsin Board of Vocational, Technical and Adult Education (WBVTAE) were identified according to their familiarity with JTPA and Carl D. Perkins Act funding and coordination activities. A representative sample of supervisors was selected according to formal job responsibilities for coordination and/or federal project development review, monitoring or evaluation. Twenty-one supervisors were identified and the surveys were administered by mail in January, 1989. In addition, the researcher interviewed five WBVTAE supervisors.

A representative sample of State staff at the Division of Employment and Training Policy (DETP) in the Department of Labor, Industry and Human Relations was identified according to involvement in coordination activities and/or coordination policy development. Eleven individuals from DETP were identified and surveyed by mail in January, 1989. In addition, the researcher interviewed eight DETP staff members.

Table 2
Sample Sizes, Response Rates and Survey Methodologies

Group or Agency	Survey Method	Sample Size	Number of Responses	Response Rate
Bureau for Vocational Education, DPI	Written and Personal Interview	25	22	88%
Division of Employment and Training Policy, DILHR	Written and Personal Interview	11	9	82%
K-12 District Administrators	Telephone	6	6	100%
K-12 Special Education Directors	Telephone	10	10	100%
LVECs	Written and Telephone	17	13	76%
Private Industry Council (PIC) Directors	Telephone and Personal Interview	6	6	100%
VTAE College Presidents	Telephone and Personal Interview	6	6	100%
VTAE Research, Planning & Development Administrators	Written and Telephone Interview	6	6	100%
VTAE Special Needs Supervisors	Telephone and Personal Interviews	6	6	100%
WBVTAE Staff	Written and Personal Interview	21	14	67%
		114	98	

A representative sample of Local Vocational Education Coordinators (LVECs) was obtained by surveying the membership of the Wisconsin Association of Secondary Vocational Administrators (WASVA). The group itself with representatives from each of the State's Cooperative Educational Service Agencies (CESAs) was considered a cross-section of LVECs and thus, adequately representative of the group as a whole. The group was surveyed on paper at their November, 1988 meeting with telephone interviews later administered to those not attending the meeting.

VTAE Research, Planning and Development Administrators were given surveys at a December, 1988 workshop. Surveys were returned by mail. One was completed by telephone.

Six Service Delivery Areas (SDAs) were selected for study. Three were selected on the basis of having model cooperative programs, and were identified by state staff at DETP, DPI and WBVTAE. From the remaining 14 SDAs, another three were randomly selected.

The three SDAs selected on the basis of having model programs were: Milwaukee County; Southwestern Wisconsin; and West Central Wisconsin. SDAs selected at random were Northern Lake Winnebago, Northeastern Wisconsin, and Northwest Wisconsin CEP, Inc.

PIC directors of the six SDAs were interviewed either by telephone or during site visits during November and December, 1988, and January, 1989.

Once the six SDAs were selected, the selection of the VTAE Directors was automatically made. Similarly, the sample of VTAE Special Needs Supervisors was determined by the SDA selection. VTAE Directors were surveyed by telephone or in person during December, 1988, and January, 1989. All VTAE Special Needs Supervisors were interviewed by telephone in January, 1989.

A K-12 district administrator was randomly selected from each of the six SDAs. A Wisconsin Department of Public Instruction directory was used for random selection by SDA. The district administrators were surveyed by telephone in January, 1989.

In addition to the formal surveys, the researcher interviewed: 22 state staff representing the Attorney General's office, Division of Corrections, DETP, DPI, the Legislative Audit Bureau, and the WBVTAE; five LVECs; seven PIC members; a PIC Director; a Job Service Director; a CESA Coordinator; two representatives of the Department of Labor; a representative of the Massachusetts state agency that administers JTPA; and another federal agency.

LIMITATIONS

This design has three limitations. The first is the mixing of some statistically random sampling techniques such as the selection of half of the SDAs with some non-random sampling techniques such as the selection of three SDAs on the basis of cooperation models. A totally random sample would probably have been preferable. However, given a limited amount of time available for gathering data and identifying cooperation models, the researcher made a difficult trade-off and used a combination of sampling techniques. It seems logical that the three non-random SDAs would positively bias all the findings on coordination. In the researcher's opinion, however, a positive bias is not evident. During the six site visits, it was observed that a great variation exists even within one SDA in relationships between the SDA administration and particular K-12 or VTAE districts. Because of this observed variation, the researcher believes the findings on coordination and cooperation are valid and are not positively biased.

For WBVTAE and DETP staff, a representative sample was preferable to a random sample of staff as it helped ensure that those with the knowledge and experience to answer the questions were included in the survey. For district administrators, however, the random sample within each SDA was the logical choice. To some extent, the breadth of the study and the variety of groups that had to be surveyed made some mixing of random and non-random sampling a necessity.

A second limitation is the combination of telephone, personal interview, and written survey techniques. Eight of the ten groups were reached through a combination of personal, telephone, or written surveys.

The effect of using different survey techniques is not known. It may be that a personal interview yields a richer, more candid response than a telephone interview or written survey. Any variation due to survey method, however, is not systematic. As many personal interviews as possible were conducted during site visits with the remaining interviews completed by telephone. Researcher time constraints and availability of respondents during site visit time frames was the major determinant of survey format. Thus, there was no pattern that would produce systematic variations in quality or amount of data collected. The effect, if any, would impact equally on almost all groups. Thus, the issue should not pose undue concern.

The solid response rate, 86% for the 10 groups as a whole, more than outweighs the limitations discussed. In fact, the mixing of survey methods was necessary to ensure a sufficiently high response rate.

The third limitation was the relative scarcity of supporting quantifiable data on special populations student outcomes for Carl D. Perkins VEA activities. This necessitated relying on opinions which would have been enhanced with more quantifiable data.

INSTRUMENTS

The basis of many of the surveys was a document produced by the National Association of State Councils of Vocational Education, "Common Evaluation Elements" (Barnhardt et al., 1988) to assist State Councils in completing the evaluation of Carl D. Perkins Vocational Education Act and JTPA programs and activities. A NASCOVE committee with representatives from each of the four national regions identified 14 common elements that should be addressed in each evaluation. They included:

I. CARL D. PERKINS VOCATIONAL EDUCATION ACT

- Accessibility for Special Populations
- Set Asides for Special Populations
- Funding Formula for Disadvantaged/Handicapped
- Allocation of State Allotments

II. JOB TRAINING PARTNERSHIP ACT

- Populations with Serious Barriers to Employment
- JTPA Standards

III. VOCATIONAL EDUCATION/JTPA COORDINATION

- Public Education Delivery System
- Local Coordination

NASCOVE also provided specific questions relating to each issue. These questions were included in surveys to the groups in the best position to answer the questions in the researcher's judgement. Numerical tables containing data relative to the NASCOVE questions are identified as such in the lower left hand corner of the table. (A compilation of the 10 survey instruments and the tabulated responses, as well as cover letters and telephone interview scripts are available at cost from the Wisconsin Council on Vocational Education. The document is entitled "Raw Data from a Study of Carl D. Perkins and JTPA Programs and Activities in Wisconsin, 1986-87 and 1987-88".)

In addition to the items provided by NASCOVE, items or issues for study were proposed by the DETP, DPI, and WBVTAE staffs at the beginning of the study.

VOCATIONAL EDUCATION IN WISCONSIN HIGH SCHOOLS

Many changes have occurred in the past five years in secondary vocational education. State statutes were revised in 1984 (Ch. 118.01) and in 1985 (Ch. 121.02) so that for the first time in history, all Wisconsin high schools are required to provide vocational education.

While all high schools must provide a vocational program, many do so with the help of Carl D. Perkins Act funds. Wisconsin has 431 public school districts, 383 of which have high schools. Of the 383 districts with high schools, 194 received federal vocational education funding in 1986-87 and 191 in 1987-88. In the funded districts in FY 87, 15,031 Juniors and Seniors were enrolled in occupational preparation programs for specific careers. In FY 88, the number was 14,563. This does not count the thousands of ninth and tenth grade students in general vocational courses such as industrial arts or students in districts that do not receive Carl D. Perkins Act funds. High school vocational programs fall into six areas: agriculture, business, family-focused and wage earning home economics, health care, technology education, and marketing.

Of the estimated $165 million spent on high school vocational instruction in Wisconsin annually, $7.3 million comes from the Carl D. Perkins Act. There are no state categorical funds for high school vocational education.

The "Cadillac" of vocational programs is the occupational preparation program (formerly known as Capstone) which includes preparatory courses and concludes with cooperative work experience in the occupation. Table 3 shows that of those who complete occupational preparation programs, about one-third are employed after high school graduation in a field relating to their training and another 26-27% are pursuing additional education. Only 2-3% are not employed. These figures have stayed constant since 1980.

Supervision for federally-funded vocational programs is provided by the Local Vocational Education Coordinator (LVEC). The LVEC is responsible for planning, evaluation, and other aspects of managing vocational programs. The LVEC is the link between the local district and the DPI. Many serve as LVEC part-time and some LVECs are provided by CESAs to smaller schools.

TABLE 3
FOLLOW-UP OF COMPLETERS OF HIGH SCHOOL OCCUPATIONAL PREPARATION PROGRAMS FUNDED BY CARL D. PERKINS VOCATIONAL EDUCATION ACT FY 1987

n=10,582

Status	Percent
Employed in a Field Related to Training	31
Pursuing Additional Education (Employed in a Field Not Related to Training and Not in Labor Force or Unemployed)	27
Status Unknown	20
Employed in a Field Not Related to Training and Not Pursuing Additional Education	14
Military Service Full-Time	5
Unemployed (Seeking Employment) and Not Pursuing Additional Education	2
Not in Labor Force and Not Pursuing Additional Education	1

Source: Bureau for Vocational Education, Wisconsin Department of Public Instruction.

The University of Wisconsin-Stout, under a subcontract with DPI, contacts employers of secondary vocational education program graduates to determine how well the graduates perform as employees. Eighty-three percent (83%) of the 130 employers contacted in 1987-88 rated the graduates' occupational competence as "good" or "very good."

POST-SECONDARY VOCATIONAL-TECHNICAL EDUCATION IN WISCONSIN

Post-secondary vocational-technical education in Wisconsin is delivered by 16 Vocational, Technical and Adult Education Colleges. The Wisconsin Board of Vocational, Technical and Adult Education (WBVTAE) administers the Carl D. Perkins Vocational Education Act funds that come to the State, and administers state aid to the 16 VTAE college districts. Local boards guide policy development of the colleges.

The programs and services of the 16 VTAE districts are funded with a combination of state, local and federal funds and student fees. Over the past ten years, student fees have increased in proportion to the other revenue sources, all of which have declined proportionally. Table 4 shows the proportions. Note that federal funds, of which the Carl D. Perkins Act is a portion, are a relatively modest (9.2%) portion of the total. Yet those federal funds are extremely important for targeting specific efforts.

TABLE 4
REVENUE SOURCES FOR VTAE EXPENDITURES
1987-88

Source	Amount	Percent
Local Property Tax	$196,189,945	43.8
State Aid	86,246,399	19.2
Federal	41,177,344	9.2
Program, material fees (students)	57,797,682	12.9
Other Institutional Revenues, Balances	66,785,720	14.9
	$448,197,090	100%

Source: Wisconsin Board of VTAE

Wisconsin's 16 VTAE districts complete annual follow-up studies of associate degree and vocational diploma graduates. ("1986-87 Graduate Follow-Up Report, 1988")

Median monthly salaries range from $736. for wage-earning home economics to $1416. for technical occupations. (Medians are midpoints; thus half received more and half received less.)

The data are presented here to augment the description of VTAE but also to show the VTAE system's clear orientation to job training. This focus on education that leads directly to employment is not as evident in many other states where post-secondary vocational education is provided only through community and junior colleges. Institutions of that nature have a number of other legitimate priorities in addition to job training. This uniqueness in Wisconsin will be revisited later in this study in a discussion of duplication of services between PICs and VTAE Colleges.

Secondly, although it is difficult to show a direct link between CPA funds and these successful VTAE programs due to the relatively small percentage the federal funds represent of the total invested, the 47% of Carl Perkins Act funds available for program improvement has been invested to a great extent in these programs.

The data presented here were gathered on students who graduated in 1986-87. Responses were received from 12,460 graduates out of a total of 14,338 graduates for a response rate of 86%.

Ninety-two percent (92%) of the respondents were in the labor market, either employed or seeking employment. Eight percent (8%) were not available for employment primarily due to further education (6%).

Of the graduates in the labor force, 91% are employed. Table 5 shows the degree to which the jobs of employed graduates related to their VTAE training. Eighty-five percent are employed in positions directly or somewhat related to their VTAE training.

TABLE 5
RELATEDNESS OF VTAE TRAINING TO THE EMPLOYMENT
OF VTAE GRADUATES, 1986-87

n = 10,432

Employment	Percent
Directly or Somewhat Related to Training	85
Not Related to Training	14
Relatedness Not Reported	1
	100%

Source: "1986-87 Graduate Follow-Up Report." (1988). Madison: Wisconsin Board of Vocational, Technical and Adult Education.

Eighty-nine percent (89%) of those shown in Table 5 were employed in Wisconsin, 72% in the VTAE district where they attended. These figures have remained stable over the past ten years.

VTAE colleges offer 400 different associate degree or vocational diploma programs in seven instructional areas: agribusiness; business education; marketing education; graphic and applied arts; home economics; industrial; health; service; and technical. In addition to the degree and diploma programs, the VTAE colleges provide adult basic education and courses to upgrade or retrain current workers. Career counseling, testing and assessment, job search assistance, and other support services are also provided by the VTAE colleges.

Annually, 420,000 people attend at least one class or utilize the services of a VTAE college. Thus, one in seven Wisconsin residents age 18 or over utilizes the system.

JTPA IN WISCONSIN

Whom Does JTPA Serve?

Six groups have been targeted in Wisconsin as having "high need" for JTPA services: females; minorities; handicapped; older workers; AFDC/WEOP eligible persons; and school dropouts.

An evaluation of the JTPA program in Wisconsin in 1985 by the Legislative Audit Bureau indicated that women and older workers had not been served at planned levels in the first year of implementation. In 1986-87, as Table 6 indicates, two SDAs did not meet the required enrollment levels and three SDAs did not meet the required placement levels for older workers. In targeting female participants, three SDAs did not achieve the required enrollment levels and four SDAs did not meet the required placement levels.

TABLE 6

JTPA ENROLLMENT AND JOB PLACEMENT OF HIGH-NEED GROUPS IN WISCONSIN 1986-87

	Numbers of SDAs* That Met:	
High Need Groups	Enrollment Levels	Placement Levels
Females	14	13
Minorities	17	16
Handicapped	17	17
Older Workers	15	14
AFDC/WEOP eligible persons	16	14
School Dropouts	16	16

*There are 17 SDAs in Wisconsin

Note: Enrollment and placement levels determined according to incidence in the JTPA eligible population.

Source: "An Assessment of the Achievement of Selected PY 1986-87 JTPA Objectives and Coordination Criteria" by Karen Gunderson, 1988, Madison: Division of Employment and Training Policy, Wisconsin Department of Industry, Labor and Human Relations.

Table 6 reflects results of programs provided through the SDAs. Eight percent (8%) funds are administered through the Wisconsin Board of VTAE and DPI. In 1986-87, the VTAE 8% program met its enrollment and placement levels for females, minorities, handicapped and school dropouts. It did not meet the enrollment and placement level for older workers. The DPI 8% program met enrollment levels for minorities and handicapped and placement levels for handicapped. The agency was not required to enroll or place older workers or AFDC/WEOP participants. DPI did not meet its requirements for placement of minorities, enrollment and placement of dropouts, or enrollment and placement of females. Although DPI improved its service level to females, it did not attain the required 56% level.

Table 7 indicates enrollment and placement levels for 1987-88.

TABLE 7
JTPA ENROLLMENT AND JOB PLACEMENT OF
HIGH NEED GROUPS IN WISCONSIN
1987-88

High Need Groups	Numbers of SDAs* that Met Enrollment Levels	Numbers of SDAs* that Met Placement Levels
Females	14	10
Minorities	17	16
Handicapped	17	17
Older Workers	13	13
AFDC/WEOP Eligible Persons	17	16
School Dropouts	16	16

*There are 17 SDAs in Wisconsin.

Note: Enrollment and placement levels determined according to incidence in the JTPA-eligible population.

Source: Division of Employment and Training Policy, Wisconsin Department of Industry, Labor and Human Relations.

Data for 1987-88 show that the VTAE 8% programs enrolled and placed females, minorities, and school dropouts in accordance with their incidence in the JTPA-eligible population. The VTAE programs met placement levels, but not enrollment levels for handicapped participants. As in the prior year, they were not meeting enrollment and placement levels for older workers. (They were not required to meet levels for AFDC/WEOP eligible individuals.)

For this same period, DPI's 8% program met enrollment and placement levels for handicapped and enrollment levels for females and minorities. Job placement levels were not met for minorities and females. Neither enrollment nor placement levels for dropouts were met by the DPI 8% programs.

Summary of Enrollment and Placement of High-Need Groups

Between 1986-87 and 1987-88, the number of SDAs enrolling AFDC/WEOP eligible participants increased. The number of SDAs placing minorities, handicapped, and school dropouts remained the same. The number of SDAs enrolling and placing older workers declined as did the number placing women.

In the 8% programs administered by education agencies, older workers were not enrolled or placed by VTAE at levels equal to their incidence in the JTPA-eligible population in either year.

In DPI 8% projects, females were not enrolled or placed at targeted levels the first year. For the second year of the study, 1987-88, females were enrolled but not placed in jobs at targeted levels.

These figures indicate that older workers and women are two high needs groups for whom levels of JTPA services declined during the two years of the study.

The falling rates for SDAs in placing women in jobs is of particular concern because of the "feminization of poverty" phenomenon. That is, "...a large and growing proportion of the poor population in our country are women or are in families supported by women. Today, two out of three people in the U.S. with incomes below the poverty level live in families headed by single women. JTPA programs are particularly important activities for helping disadvantaged women because they can affect women's occupational choices and are intended to increase long-term earnings and enhance participants' self-sufficiency." (Gunderson, 1987, p. 2)

Wisconsin's policy for awarding the 6% incentive funds changed during the years of the study. Prior to 1986-87 (PY 86), SDAs were required to meet the EPS levels for the six target groups as a condition of receiving incentive funds. This requirement was removed for PY 86. Effective 1987-88 (PY 87), SDAs were required to select one of four performance measures to receive incentive award funds rather than to meet the EPS levels. The four measures include: retention in jobs for adults 13 weeks after termination; service to minority youth; service to adult single female heads of households; and placement in new or expanding

businesses. ("Governor's Coordination and Special Services Plan Program Years 1988 and 1989.") The effect of this policy change on declining levels of placement for women should be studied.

The number of SDAs enrolling and placing AFDC/WEOP eligible persons increased in the two-year period. Entered employment rates for this group are part of the federal standards.

TABLE 8

CHARACTERISTICS OF WISCONSIN JTPA CLIENTS
July 1, 1986 - June 30, 1988

	Percentage 1986	1987
(a) Welfare recipients	50.5	50.3
(b) High school dropouts	21.3	20.8
(c) Measured reading level		
4th grade or below	Not available	
5th to 7th grade	Not available	
8th grade and above	Not available	
(d) Handicapped**	15.4	16.2
(e) Limited English Proficient (LEP)***	1.6	2.1
(f) Single parents	27.1	28.7
(g) Criminal offenders	6.8	7.0
(h) Displaced homemaker	13.5	9.1
(i) Veteran	13.8	12.7
(j) Teenage parent	** 2.3	** 2.8

*Total may exceed 100% to the degree that clients fit multiple categories.
**Title IIA, and Youth.
***Does not include Milwaukee.
Data Source: Division of Employment and Training Policy, DILHR
Item Source: NASCOVE

Table 9 shows the educational level at the time of certification of JTPA Title IIA adult terminees. It is important to note that

78% are high school graduates. Twenty-five percent (25%) have some post-secondary training as well.

Information from the last census shows that, in Wisconsin: of males age 25 or over, 69% have high school diplomas; of females age 25 and over, 70.2% have high school diplomas. ("1980 Census of Population, General Social and Economic Characteristics, Wisconsin", 1980). Thus, Wisconsin's JTPA population, in terms of minimum education level, is above that of the general population. (In contrast, DHSS reports that 45% of adults on AFDC have a high school diploma or equivalent.)

TABLE 9
EDUCATION LEVEL OF JTPA TITLE IIA ADULT TERMINEES*

Educational Attainment Level	No.	Percent
Post-High School Education	2,555	25
High School Diploma	5,527	53
High School Dropouts	2,272	22
Current Student Status	62	1
	10,416	101**

*Table indicates education level at time of certification and includes time period of July 1, 1987 - June 30, 1988 and includes those age 21 or older.

** Total exceeds 100% due to rounding.

Source: Division of Employment and Training Policy, DILHR.

JTPA Performance Standards

Performance standards are set for Wisconsin by the U.S. Department of Labor which administers JTPA at the national level. The standards are derived using a regression model that takes into account state and national unemployment rates and the number of unemployed individuals in areas of substantial unemployment. Federal standards are set for entered employment rate, cost per entered employment, average wage at placement, and welfare entered employment rate for adults. Positive termination rate, entered employment rate and cost per positive termination standards apply to youth.

In 1986-87, $50.6 million in JTPA funds came into Wisconsin. The number enrolled in some kind of JTPA activity was 49,921 with 19,047 placed in jobs. For 1986-87, JTPA Title II A, 3% Older Workers programs, and 8% programs in Wisconsin met their respective performance standards. Table 10 shows how performance compares with the standards for adults served under Title IIA.

TABLE 10
JTPA ADULT PERFORMANCE STANDARDS
TITLE II A, 1987-88

Measures	Performance Standards	Actual Performance
Adult		
Entered Employment Rate	60%	77%
Cost Per Entered Employment	$4,350	$1,942
Average Wage at Placement	$4.44	$5.09
Welfare Entered Employment	53%	73%

Source: "State of Wisconsin JTPA Performance Summary, Fourth Quarter, PY '87." (1988) Madison: Division of Employment and Training Policy, Wisconsin Department of Industry, Labor and Human Relations.

Wisconsin's average cost per entered employment is 45% less than the DOL standard.

The researcher was told by both a DETP official and PIC personnel that, in general, the standards set by DOL are reasonable. While some of the standards such as wages may be difficult for some northern geographic areas, the standards set by DOL do not appear to be troublesome for the SDAs. As Table 10 illustrates, Wisconsin SDAs have consistently exceeded federal standards.

Follow-Up of JTPA Participants

Beginning in 1986, states were required by the U.S. Department of Labor to collect follow-up data on adult terminees from Title II A and Title III programs. The following data are for adult participants who terminated JTPA between April 1, 1987 and March 31, 1988. A sample of Wisconsin terminees was surveyed by telephone 13 weeks after termination.

For Title IIA, 4,157 interviews were completed for a response rate of 76%. Of those responding, 68% were employed during the 13th week following program termination and were earning an average wage of $195 per week. Sixty-three percent of the welfare recipients were employed at follow-up. Those employed worked an average of 34 hours per week. Forty percent of those employed at follow-up reported medical insurance as a fringe benefit. Thirty-eight percent of those employed reported raises averaging $0.78 per hour.

For the Title III Dislocated Workers projects, 410 interviews were completed for a response rate of 86%. Seventy-eight percent of the respondents were employed at follow-up and earning an average of $389 per week. Those employed worked an average of 38 hours per week. Sixty-eight percent (68%) reported medical insurance as a fringe benefit. Forty-two percent of those employed reported raises averaging $.80 per hour.

In examining subgroups of Title IIA respondents, women were as likely as men to be employed, but were earning an average of $60 less per week than men. Dropouts were less likely to be employed thirteen weeks after JTPA, and earned about $20 less per week than non-dropouts when employed. Older workers (age 55 and over) experienced the lowest average weekly earnings ($148.30). The employment and earnings experience of AFDC/WEOP recipients is quite similar to the overall population of respondents.

When a comparison was made between those who were employed at the time of termination and those who were not employed, a difference can be seen. Of those not employed at the time of termination, 32% were employed 13 weeks after termination and were earning an average weekly wage of $152.54. In comparison, 78% of those who were placed at termination were employed during the thirteenth week and earning an average of $200.31. ("PY '87 JTPA Title IIA and Title III Postprogram Participant Follow-Up Report, 1988.)

Data concerning the quality of jobs held by JTPA terminees show that, of those employed at termination, 52% reported receipt of at least some fringe benefits compared to only 34% for those respondents not employed at termination. For those respondents employed at termination, the most frequently mentioned fringe benefit was medical insurance (42%), followed by paid vacations (33%). In addition, 38% of all respondents reported that they had received a pay increase, averaging $0.78 per hour, since starting their current job.

PIC Directors were asked what percent of Title IIA 78% funds were used for classroom training (instruction only, not including administration and training related costs.) Percentages are reported in Table 11.

TABLE 11
PERCENT OF TITLE IIA 78% FUNDS
USED FOR CLASSROOM TRAINING
(OCCUPATIONAL, REMEDIAL, AND OTHER)

Total Percent IIA for Classroom Training	Percent for Occupational	Percent For Remedial, Job Retention, Other
10	92	8
14	100	0
15	80	20
N.A.	15	0
33	66	33
N.A.	N.A.	N.A.

A relatively small portion of the 70% available for training is spent on formal classroom instruction. Yet it is known that by 1995, 75% of all job classifications will require some vocational-technical education. (The Wisconsin System: Vocational, Technical, Adult Education, 1987.)

That two of the SDAs reporting spent no funds on remedial (basic skills) education is of concern. There is no question that all types of jobs are requiring more ability to read, write, speak, listen and understand. The Literacy 2000 Task Force (1988) recommended increased attention to adult literacy for three key groups:

(1) unemployed, "at risk" employed, and dislocated workers

(2) persons in the young adult (age 20-35) group, as a pivotal intergenerational group and as relatively new members of the work force;

(3) and persons in need of adult literacy education but reluctant to participate.

These groups could all be JTPA participants. The Task Force further recommended that human service agencies "adopt regulations providing adequate time and incentives to allow participants in agency programs to significantly increase their levels of literacy." The researcher could find little evidence that this was occurring regularly to a significant extent in the SDAs studied. (Exceptions to this were found in the Southeastern Wisconsin SDA (Kenosha and Racine) literacy programs and in the Milwaukee County SDA in workplace literacy programs.)

Analysis and Discussion

Sixty-eight percent is an excellent follow-up employment rate for disadvantaged participants (Title IIA adults) with barriers to employment. However, it must be remembered that these results reflect the situation 13 weeks after JTPA termination and are thus very short-term results. In the absence of longer-term data, such as employment status one year after termination it is not known whether JTPA participation had lasting impact. Traditionally, JTPA participants have been heavily employed in jobs such as clerical, sales, and service. The annual report for 1986-87 showed Title IIA placements in clerical and sales, 26% and service occupations, 25%. (JTPA and the State of Wisconsin: A Working Partnership. 1988) These occupations have notoriously high turnover rates.

Secondly, the Title IIA average wage at follow-up was $195.00 per week. This means an annual income of $10,140. For a single head of a household, it would be difficult to maintain a household on that annual salary.

These two issues point to the need for a longer-term orientation in JTPA. A relatively small amount of Title II A funds is spent on vocational-technical training. To have long-term input, participants must be trained for jobs that pay a living wage. It is not clear that this is happening now in JTPA in Wisconsin or nationally. In that 77% of participants are high school graduates, the question must be asked, "Could these individuals have gotten jobs without help from JTPA?" The fact that women and older workers are under served now, especially in terms of job placement, makes this a crucial question. The argument against long-term training is that fewer people can be served, in total, because each participant will require more resources. But the argument for longer-term training is that the dollars will have more impact because training can lead to employment in a chosen occupation which provides an adequate wage for a household.

THE SEARCH FOR COORDINATION MODELS

A goal of this study was to identify both a secondary and a post-secondary model of cooperation between Carl D. Perkins Act activities, JTPA activities, and vocational education. Criteria for selection were:

1. Use of multiple funding sources;
2. Evidence of inter-agency cooperation;
3. Clearly defined objectives;
4. Evidence of a "participant needs" orientation;
5. Transferability to other Wisconsin settings;
6. Joint access to a computerized client information data base for case management.

State staff at the Department of Public Instruction, Division of Employment and Training Policy of DILHR, and the Wisconsin Board of Vocational, Technical and Adult Education (VTAE) suggested sites for possible selection. Site visits were made to five locations. Selection of the two models was extremely difficult because every site was exemplary in more than one way.

The secondary model selected was the "Jobs Target Program--Single Parents Consortium" at CESA 12 headquartered in Ashland. The 26-school consortium provides assessment, tutoring, counseling, pre-employment skills training, and school-supervised work experience to keep at-risk young people in school. The project is described as "A local program sponsored by your community high school and the Northwest Private Industry Council and Northwest Concentrated Employment Program administered by Cooperative Educational Agency #12."

The post-secondary model selected was the Southwestern Wisconsin Job Center. The Job Center model is based on the concept of "one-stop shopping" for employment and training consumers. At the Southwest Wisconsin Technical College campus in Fennimore and in five other locations in Grant, Green, Iowa, Lafayette, and Richland Counties, services of the Private Industry Council (PIC), Job Service, and SWTC are co-located and have integrated services, giving users access to a complete range of services in one location. The cooperating SDA for this project is the Southwestern Wisconsin PIC headquartered in Dodgeville.

THE JOBS TARGET-SINGLE PARENTS CONSORTIUM PROGRAM

Tony Cox, a Washburn High School student enrolled in the Jobs Target Program, conducts a biology experiment.

1. Contact Person: Jim Lee, Coordinator, Children at Risk Programs, CESA 12, Ashland, Wisconsin 54806, Phone: (715)682-2363

2. Cooperating Agencies:

CESA 12
Northwest Concentrated Employment Program
Northwest Private Industry Council
Twenty-six school districts:

-Ashland	-Mellen
-Bayfield	-Minong
-Birchwood	-Ondossagon
-Bruce	-Phillips
-Butternut	-Siren
-Drummond	-Solon Springs
-Glidden	-South Shore
-Grantsberg	-Spooner
-Hayward	-Tony
-Hurley	-Washburn
-Ladysmith	-Webster
-Lac Court Oreilles	-Weyerhaeuser
-Maple	-Winter

3. Program Goals, Objectives and Activities:

This effort actually is a combination of two projects, one for at-risk youth, and the other for teen parents.

The "Children at Risk" part of the project seeks to reduce the incidence of dropping out of high school. Student outcomes include:

1) high school credit;
2) improved attendance and/or G.P.A.;
3) advancement to the next grade or graduation;
4) attainment of PIC-approved pre-employment and work maturity skills.

The program instructors, each assigned to a cluster of either two or three schools, identify and serve students. These instructors act as "case managers" for students. Some of the services provided include: basic skills assessment; pre-employment skills assessment; counseling; and development of Individualized Learning Plans. The IEP can include tutoring in vocational and/or general education classes or on-the-job training.

Forty percent of the participants have special needs. The largest group consists of students with Learning Disabilities (L.D.) or Behavioral Disabilities (B.D.). Over 20 Educable Mentally Retarded (E.M.R.) and Trainable Mentally Retarded (T.M.R.) students are served annually by the program.

The "Teen Parent Consortium" has the same program outcomes but a specialized target population. According to project documents, parenthood or pregnancy is the third leading cause resulting in dropping out of school in Northwest Wisconsin. The project provides child care and transportation for participants.
The regular Jobs Target Program during the school year is supplemented by a PIC-funded summer youth program which combines basic skills instruction with work experience.

Students who participated in 1986-87 improved in grade point average, attendance, and behavior as measured by disciplinary referrals. The average grade the students in on-the-job training or work experience received from employers was B-.

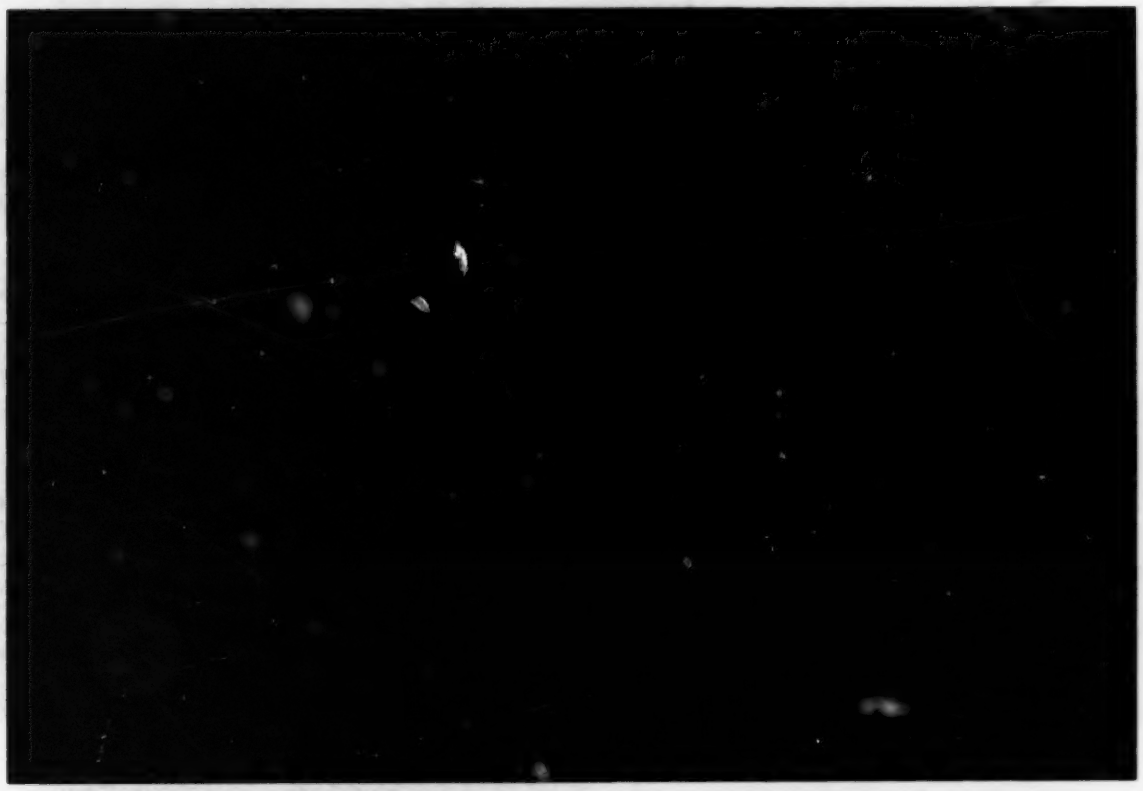
Project leaders see a need for longer-term intervention and are considering ways to extend a student's participation over several years with transition to JTPA adult services.

4. Enrollments and Funding:

Approximately 350-450 students have been served in the program each year since it began in 1983-84. The 1988-89 budget is $573,560, which is paid for proportionately by these funding sources: JTPA local PIC funds (43%); JTPA 8% funds (20%); Carl D. Perkins Vocational Education Act Handicapped and Disadvantaged set asides and Single Parent funds (10%); 94-142 Special Discretionary and Flow Through Funds (5%); and local school district matching funds (22%).

Project Coordinator Jim Lee and another staff member are members of the CESA 12 Sex Equity Cadre and all project personnel have received occupational equity training. Students in the program are provided with structured learning experiences relative to occupational equity and non-traditional occupations. Thus they benefit from the Carl D. Perkins Sex Equity funds also.

SOUTHWESTERN WISCONSIN JOB CENTER



SWTC Job Center Specialist Sheila Marten (left) shows Rodger Wiegel, a Mechanical Design student, how job information is matched with his qualifications through the automated matching system (AMS) provided by DILHR, as Kristy Wiest, JTPA Officer, observes.

1. Contact: Roberta Early, Director, Southwestern Wisconsin Private Industry Council, 1210 N. Bequette St., Rt. 2, Box 4 Dodgeville, WI 53533, Phone: (608) 935-3116

   Erv Jankowski, Supervisor, Job Service, 1210 N. Bequette St. Rt. 2, Box 4, Dodgeville, WI 53533, Phone: (608) 935-5285

   Sheila Marten, Job Center Specialist, Job Center, Southwest Wisconsin Technical College, Bronson Boulevard, Fennimore, Wisconsin 53809, Phone: (608) 822-3262

2. Cooperating Agencies:

Southwestern Wisconsin Private Industry Council (PIC)
Southwest Wisconsin Technical College (SWTC)
Wisconsin Job Service

3. Program Goals, Objectives and Activities:

The Southwestern Wisconsin Job Center is one of four pilot projects in the State. Although discussions had begun in 1984 between the PIC and the Job Service, it was in 1986 that a formal Memorandum of Understanding was developed. The goals of the Job Center were:

1) To make better use of resources, especially in areas where agency goals overlapped.

2) To substantially improve the quality of the local employment and training system through cooperative effort, and joint planning and evaluation.

3) To eliminate confusion, streamline the intake process, and provide more equitable access of services to job seekers by use of a "one stop shopping" concept.

4) To improve employer relations by eliminating duplication, increasing awareness of the menu of services available, and tailoring services to employer needs by use of an Account Representative System.

The establishment of a Job Center site at the Southwest Wisconsin Technical College in Fennimore in 1988 brought the number of Southwestern Wisconsin Job Center sites to six. Others are located in Grant, Green, Iowa, Lafayette, and Richland Counties. Job Service and PIC/JTPA services are co-located at all six sites.

Employers are advised in a Job Center brochure, "...recruitment, assessment, and training of employees can now be done with a minimum of company time and effort at the Job Center...[It] offers employers an investment in human capital that makes use of the local labor force while it helps them key into government programs including tax credits, specialized instruction, and on-the-job training for employees who want to grow with your company."

A benefit for clients is a common and simplified intake for a number of services. The Job Centers provide a link with Southwest Wisconsin Technical College and Blackhawk Technical College and a variety of human services agencies. Work Experience and Job Training (WEJT) program services have been added to the Job Center menu.

Expanded client assessment has resulted from the addition of Southwest Wisconsin Technical Institute to the partnership. Plans are to create learning centers in the five original centers.

Although the Job Service Automated Matching System (AMS) computerized client data system has been used to an extent for tracking clients, the Job Center staff is developing a local automated case management system.

4. Enrollments and Funding:

The Job Center Specialist at the SWTC campus is funded through JTPA 8% funds. Clients make use of the SWTC career testing and counseling services and adult basic education services which are provided at no cost to clients. These supportive services are funded at least partially by federal funds from the Carl D. Perkins Vocational Education Act or the Adult Education Act.

The Job Centers have estimated that the co-location strategy has resulted in a savings for the PIC and the Job Service agencies of $165,636 for the biennium. According to staff, this is equal to a 20% budget increase for both. ("Report to the Governor and Legislature Under Section 303 of 1987 Senate Bill 100," 1988.)

From July 1, 1987 - December 30, 1989, the Southwestern Wisconsin Job Center (all sites) has served 16,639 clients.

Also see p. 51, "Job Centers: A Coordination Strategy."

OTHER COORDINATION MODELS

These programs show exemplary levels of cooperation between Carl D. Perkins Vocational Education Act activities, and JTPA secondary or post-secondary vocational education programs.

1. Designated Vocational Instruction/Job Training Partnership Act Program, Elk Mound High School, Elk Mound, Wisconsin.

   The project goal is to help all handicapped and at-risk students succeed in regular vocational classes. It seeks to provide all handicapped and at-risk students with necessary skills to obtain employment or further education after high school. Contact: Steve McCullough, DVI/LD Instructor, Elk Mound High School, 303 University, Elk Mound, WI 54739. Phone: (715)879-5521.

2. Employment Skills Program and Designated Vocational Instruction, Verona High School, Verona, WI.

   Key features include career education experiences, enrollment and support of handicapped students in mainstream vocational education courses, and the successful completion of vocational course sequences, including co-op, by these students. Contact: Joel Newcomb, Verona High School, 300 Richard St., Verona, WI 53593, Phone: (608)845-6451.

3. United Auto Workers (UAW) - Job Development and Training Corporation Southeastern Wisconsin Re-employment Program, Kenosha, Wisconsin.

   The project goal is to provide a comprehensive mix of training, job search assistance and support services to workers laid off from Chrysler's manufacturing plant in Kenosha, and the Stamping and Parts Plants in Milwaukee. Gateway Technical Institute is an active participant in this JTPA Title III project. Contact: Jack Ward, Project Director, Labor Management Council, Inc., 912 56th Street, Kenosha, WI 53140, Phone: (414)654-7470.

4. Help In ReEmployment Program (H.I.R.E.), Milwaukee, Wisconsin.

   H.I.R.E. is a consortium of Milwaukee Area Technical College, Wisconsin Job Service, the Wisconsin State AFL-CIO, and the United Way of Greater Milwaukee. The Center

provides assessment, training, and job placement assistance to workers laid off from specific companies. Workers from nine companies have been served. Contact: Harlow C. Reseburg II, H.I.R.E. Center Director and Wisconsin State AFL-CIO Liaison Representative, 1109 W. Mitchell St., Milwaukee, WI 53204. Phone: (414)649-4827.

5. Project Literacy, Racine Metro Area.

The project combines the Laubach reading method which uses one-to-one tutoring, with Gateway Technical Institute's (GTI) literacy transition class. It is for students reading at grade level three and four. The goal is to bring students' reading levels up to the point where they can benefit from other GTI and PIC services.

In a related literacy project between GTI and the Southeastern Wisconsin Private Industry Council, the PIC equipped the Kenosha and Racine Spanish Centers and the GTI campuses in Elkhorn and Burlington with PALS (Principles of the Alphabet) computerized learning labs. GTI provided the instructors for the remedial education. Contact: Dr. Nick Covelli, Gateway Technical Institute, P.O. Box 1486, Kenosha, WI 53141, Phone (414)631-7403; OR Robert Hanson, President, Southeastern Wisconsin SDA, 440 Main Street, Suite 310, Racine, WI 53403, Phone (414)632-3103.

COORDINATION ISSUES

Coordination Activities in Wisconsin

Following are some of the strategies used to coordinate activities and planning between the DETP which administers JTPA funds and the WBVTAE which administers the Carl D. Perkins Vocational Education Act funds and the Bureau for Vocational Education of the Wisconsin Department of Public Instruction which receives federal funds from DETP and WBVTAE and administers them for secondary education in Wisconsin.

1. Both the Superintendent of Public Instruction representing K-12 education and the State Director of Vocational, Technical and Adult Education representing post-secondary vocational-technical education are members of the Wisconsin Jobs Council.

2. Each local PIC is required to have both a VTAE and a K-12 representative.

3. The Wisconsin Jobs Council (WJC) reviews WBVTAE and DPI plans for the Carl D. Perkins Vocational Education Act. As part of this Employment and Training Plan Review System of the WJC, the plan must show how it addresses the "key roles for employment and training" identified in the "Governor's Coordination and Special Services Plan."

4. VTAE distributes a comparison of Carl D. Perkins VEA purposes with the Governor's Key Roles for employment and training.

5. DPI distributes a comparison of Carl D. Perkins VEA purposes with the Governor's Key Roles for employment and training and with the Bureau for Vocational Education (DPI) goals.

6. Local VEA plans/applications require descriptions of how the proposed activities coordinate with JTPA programs.

7. Joint public hearings on state plans are held by DETP, DPI, and WBVTAE.

8. Quarterly meetings are held between DETP and WBVTAE staff. The meetings focus on program progress and problem identification.

9. In 1987-88, DPI and WBVTAE state staff visited each of 17 PICs in the State explaining the linkages, existing and potential.

10. DPI held training sessions in 16 of 17 SDA's relative to collaborative planning. The training teams had representatives of DETP, DILHR, and DHSS.

11. PICs receive a listing of all Carl D. Perkins projects funded within their SDA.

12. The WBVTAE requires each VTAE College to enter into a signed agreement with the local PIC(s) for coordination of JTPA dollars, especially for joint planning of 8% projects. (See Appendix B.) The 8% projects must include letters of support from the PICs and furthermore, the VTAE colleges submitting the projects must allow the PICs 30 days for review and comment. The 30-day requirement is to avoid any last-minute requests for a "sign-off."

13. DPI requires, as of 1989, that K-12 districts invite the PIC representative to initial planning meetings for Carl D. Perkins Act funds and that such formal invitations be submitted with project applications.

14. A common application form is used for JTPA 8% and Carl D. Perkins funds by educational agencies.

15. WBVTAE and DPI use the priorities set by DETP for funding 8% projects.

16. Monitoring criteria for 8% projects require evidence of adequate coordination with the PIC(s), business and industry, labor, and other providers of training and services.

17. The same WBVTAE staff are responsible for JTPA and VEA projects so they can recommend or apply resources as appropriate.

18. All DPI 8% projects require that enrolled students be in a vocational program.

Frequency of Selected Coordination Activities

NASCOVE was interested in determining the frequency of certain overt cooperative activities such as formal cooperative agreements, cross-representation on boards and committees, and cross-listing of programs.

TABLE 12
SUMMARY OF RESPONSES REGARDING FREQUENCY OF COOPERATIVE AGREEMENTS BETWEEN PICS AND EDUCATIONAL AGENCIES (K-12 AND VTAE)

Group	Total Responses	Percentage of "Always" and "Usually" Responses
VTAE RPD Administrators	6	17%
LVECs	13	16%

Table 12 indicates that frequency of cooperative agreements is similar at the secondary and post-secondary levels, according to respondents. It should be noted that all sixteen VTAE Colleges and the State Board of VTAE have signed formal cooperation agreements with the SDA administrative entities that correspond to the VTAE districts. Such agreements assure exchange of information on topics that might affect planning of any of the parties. (See Appendix B.)

TABLE 13
SUMMARY OF RESPONSES REGARDING FREQUENCY OF EXCHANGE LISTING OF PROGRAMS BETWEEN PICS AND EDUCATIONAL AGENCIES (K-12 AND VTAE)

Group	Responses	Percentage of "Always" and "Usually" Responses
VTAE RPD Administrators	6	67%
LVECs	13	8%

Table 13 shows opinions on the extent to which programs are cross-listed between educational agencies and PICs. Such activities appear to be considerably more frequent at the post-secondary level.

TABLE 14
SUMMARY OF RESPONSES REGARDING FREQUENCY
OF CROSS-REPRESENTATION ON PICS AND VOCATIONAL
ADVISORY COMMITTEES (K-12 AND VTAE)

Group	Total Responses	Percentage of "Always" and "Usually" Responses
VTAE RPD Administrators	6	33%
VTAE College Presidents	6	33%
DETP	9	33%
WBVTAE Staff	14	28%
LVECs	13	23%

It is clear from Table 14 that cross-representation on PICs and advisory committees is not commonplace at either the secondary or the post-secondary level. Various groups were asked the extent to which they felt cross-representation on boards improves coordination between JTPA and vocational programs. Table 15 gives the group summaries on a scale of one to six, where one was "to little or no extent" and six was "to a great extent."

Table 15 shows the opinion of various groups on the extent to which cross-representation improves coordination. Although some individuals expressed strong negative feelings about the effectiveness of cross-representation as a coordination strategy, the average for the groups in Wisconsin's education, employment and training community surveyed in this study was 4.25.

The scores seem to indicate that cross-representation generally improves coordination, but a strong affirmation is not evident.

TABLE 15
SUMMARY OF RESPONSES ON EXTENT TO WHICH
CROSS-REPRESENTATION IMPROVES COORDINATION

Group	Responses	Average
WBVTAE	10	5.00
K-12 District Administrators	4	4.00
VTAE RPD Administrators	6	4.33
VTAE College Presidents	5	3.80
DETP Staff	7	3.86
LVECs	9	3.67
PIC Directors	5	3.60
DPI Staff	15	3.50
Totals	61	4.25

Awareness and Interest Levels Relative To Planning and Coordination

PIC Directors were asked the extent to which they were aware of K-12 and VTAE vocational programming plans. The scale was one to six, with one being "to little or no extent" and six being "to a great extent." Their average level of awareness of K-12 programming plans was 1.50. Their average level of awareness of VTAE program plans was 3.86. On the same scale, LVECs reported their level of awareness of the PICs programming plans to be, on the average, 2.88. VTAE RPD Administrators reported their level of awareness of PIC plans at 4.33. See Tables 16 and 17.

TABLE 16
EXTENT TO WHICH EDUCATIONAL AGENCIES ARE AWARE OF PIC PROGRAMMING PLANS

Group	Responses	Averages	Standard Deviation
VTAE RPD Administrators	6	4.33*	2.24
LVECs	16	2.88*	1.63
Total	22	3.79	0.86

*The difference between the two means of 1.45 is significant at 0.10 level with a t-test.

TABLE 17
EXTENT TO WHICH PIC DIRECTORS ARE AWARE OF EDUCATIONAL AGENCY PROGRAM PLANS

Agency	Responses	Averages	Standard Deviation
VTAE Colleges	7	3.86*	1.35
K-12 Districts	6	1.50*	0.55
Total	13	2.77	

*The difference between the two means of 2.36 is significant at the 0.10 level with a t-test.

As was mentioned earlier, there are many more K-12 districts than VTAE districts with which PICs work. But one of the reasons for the higher information level cited by PIC Directors was the fact that there was one VTAE representative on the PIC through whom information could flow. PIC Directors indicated that there was no consistent point of access for K-12 districts, in spite of the fact that a K-12 district administrator is on each PIC.

"How interested are K-12 districts in coordination between their vocational programs and JTPA?" This question was asked in various forms to K-12 and JTPA respondents. The scale was one to

six with one being "not interested" and six being "very interested." DPI staff rated the K-12 interest level in coordination highest at 4.25. LVECs were close at 4.31. District Administrated rated K-12 interest in coordination at 3.80, PIC Directors at 2.75, and DETP staff at 2.13. There was a statistical difference at the local level in perception of K-12 interest in cooperation as Table 18 shows. LVECs felt the K-12 district(s) with which they worked were far more interested in coordination than PIC Directors felt they were. Also of note was the fact that PIC Directors rated the level of K-12 interest higher than did DETP staff, although the difference was not shown to be statistically significant. These data are summarized in Table 39 in Appendix E.

TABLE 18
EXTENT TO WHICH PIC DIRECTORS AND LVECS BELIEVE K-12 DISTRICTS ARE INTERESTED IN COORDINATION WITH THE PICS

Group	Responses	Averages	Standard Deviation
PIC Directors	4	2.75*	1.56
LVECS	13	4.31*	1.50

*The difference between these two means of 1.56 is significant at the 0.05 level with a t-test.

The same groups were then asked the opposite question, "How interested do you think the PIC is in coordination with K-12 vocational programs?" At the local level, PIC Directors rated PIC interest in coordination higher than did LVECs, but the difference was not found to be statistically significant. The differences are shown in TABLE 19.

TABLE 19
EXTENT TO WHICH PIC DIRECTORS AND LVECS BELIEVE PICS ARE INTERESTED IN COORDINATION WITH K-12 DISTRICTS

Group	Responses	Averages	Standard Deviation
PIC Directors	6	4.33*	1.03
LVECS	9	3.78*	1.86

*The difference between the two means of 0.55 is not significant at the 0.10 level using a t-test.

PIC Directors (4.33) expressed a higher belief in PIC interest in coordination with K-12 vocational programs than did DETP staff (3.22). A t-test showed this difference to be statistically significant at the .10 level.

The K-12 District Administrators who responded to the question ascribed the lowest level of PIC interest in cooperation with K-12 districts, 2.67. The DPI staff response, 3.82, was close to that of LVECs, 3.78. These data are summarized in Table 40 in Appendix E.

As Tables 18 and 19 show, PIC Directors and LVECs differ in their perceptions of the extent to which their respective organizations are interested in coordination. The difference relative to K-12 interest in cooperation was statistically significant, while the difference relative to PIC interest in cooperation with K-12 was not shown to be statistically significant. Also significant was the higher interest level in cooperation with K-12 vocational programs reported by PIC Directors compared to DETP staff responses.

Post-secondary Level

The groups represented in Table 20 were asked how interested they thought VTAE Colleges were in coordination between their vocational programs and JTPA. The scale was still one to six, with one being "not interested" and six being "very interested."

TABLE 20
EXTENT TO WHICH RESPONDENTS BELIEVE VTAE COLLEGES ARE INTERESTED IN COORDINATION WITH THE PICS (VTAE GROUP)

Group	Responses	Averages	Standard Deviation
VTAE Presidents	6	4.33*	1.63
VTAE RPD Administrators	6	5.00*	1.10
WBVTAE Staff	10	4.60*	1.35
Total	22	4.64	

*The differences among these means is not significant at the 0.10 level, using an F-test.

Table 20 shows a fairly high level of agreement among the three groups representing VTAE as to perceived interest in coordination with JTPA. The same question was put to DETP staff and PIC Directors. Results are shown in Table 21.

TABLE 21

EXTENT TO WHICH PIC DIRECTORS AND DETP STAFF BELIEVE VTAE COLLEGES ARE INTERESTED IN COORDINATION WITH THE PICS (PIC/DETP GROUP)

Group	Responses	Averages	Standard Deviation
PIC Directors	6	4.33*	1.03
DETP Staff	9	3.44*	1.81
Total	15	3.80	

*The difference between the two means of 0.89 is not significant at the 0.10 level using a t-test.

Table 20 indicates that VTAE RPD administrators, who probably work the most directly with JTPA of the three VTAE groups, rated

VTAE interest in cooperation (5.00) much higher than did DETP staff (3.44) as shown in Table 21. The difference between the ratings is statistically significant (t-test at .10). PIC directors also rated VTAE interest in cooperation higher than did DETP staff. While the researcher believes this difference in perception is real, based on respondents' comments, it was not shown to be statistically significant.

In comparing secondary and post-secondary perceived interest in cooperation, it can be seen that PIC Directors rated the VTAE level of interest in coordination higher than the level of coordination interest of K-12, 4.33 and 2.75 respectively. (See Tables 18 and 21.)

Following the same format as was used in the K-12 comparisons, the same groups were asked, "How interested do you think the PIC(s) are in coordination with VTAE Colleges?" Tables 22 and 23 summarize those results.

TABLE 22
EXTENT TO WHICH RESPONDENTS BELIEVE PICS ARE INTERESTED IN COORDINATION WITH VTAE COLLEGES (VTAE GROUP)

Group	Responses	Averages	Standard Deviation
VTAE Presidents	6	2.50	2.35
VTAE RPD Administrators	6	4.00	1.41
WBVTAE Staff	11	3.73	1.19
Total	23	3.48	

The differences between the mean of VTAE Presidents, 2.50, and those of both RPD Administrators, 4.00, and WBVTAE staff, 3.73, are statistically significant at the 0.10 level, according to a t-test. Table 22 also shows that local VTAE RPD Administrators assess the PICs' interest in coordination at a slightly higher level than does the WBVTAE staff, although the difference is not statistically significant. Of the VTAE groups surveyed, VTAE College Presidents reported the lowest perceptions of PIC interest in coordination.

The numerical opinion VTAE Presidents expressed relative to PICs' interest in coordination with VTAE districts, 2.50, was close to that of K-12 District Administrators on PICs' interest in coordination with K-12 vocational programs--2.67.

TABLE 23
EXTENT TO WHICH RESPONDENTS BELIEVE PICS ARE INTERESTED IN COORDINATION WITH VTAE COLLEGES (DETP/PIC GROUP)

Group	Responses	Averages
DETP Staff	9	4.33
PIC Directors	6	4.33
Total	15	4.73

The state-local agreement shown in Table 23 is of note. Tables 22 and 23 also point out the levels of agreement between VTAE RPD Administrators and PIC Directors. Their mean responses on PIC interest in coordination were 4.00 and 4.33 respectively with the differences not shown to be statistically significant.

This section examined how the various interacting groups assessed their own and each other's interest in coordination between JTPA and education. Results showed that there are differences in perceptions among the groups, but especially relative to K-12 interest in JTPA.

Joint Planning Between Educational Agencies and the PICs

PIC Directors were asked to what extent the PICs are meaningfully involved in planning with K-12 districts for JTPA 8% funds. On a scale of one to six with one being "to little or no extent" and six being "to a great extent," PIC Directors rated their degree of involvement in planning at 2.83 for JTPA 8% funds and 2.16 for Carl D. Perkins Act funds.

This contrasts with the PIC Directors' assessment of involvement in planning for 8% funds with VTAE colleges which was 5.14. Their rating of meaningful involvement in planning with VTAE colleges for Carl D. Perkins Act funds was 3.85. In both cases, levels of planning for 8% funds were higher than for Carl D. Perkins Act funds at both secondary and post-secondary levels.

Beginning in 1989, K-12 proposals for Carl D. Perkins applications will include evidence that the PIC was invited to the initial planning meeting. Also see Appendix B.

Opportunities to Provide JTPA Services

The NASCOVE question was asked of PIC Directors, "How often are local educational agencies (secondary and post-secondary) given the opportunity to provide JTPA programs and services?" LVECs and VTAE RPD ADministrators were asked the question as it

pertained to K-12 or VTAE respectively. For the high school level, 65% of the LVECs responded that K-12 districts were given the opportunity to provide JTPA programs and services "always" (36%) or "usually" (29%).

VTAE RPD Administrators responded that their organizations were given the opportunity to provide JTPA programs and services less than half the time, 43%, responding "always" (14%) or "usually" (29%).

Job Centers: A Coordination Strategy

Coordination to improve efficiency in local employment and training services is at the heart of the Job Center concept. More specifically, a report prepared by a nine-member DILHR Job Centers Task Force defines a Job Center as:

> ...a methodology or organization which coordinates and consolidates employment and training services, including related support services, in a Service Delivery Area. The goals of a Job Center should be to help all jobseekers prepare for and enter employment and to help employers to find qualified workers, in an effective and efficient manner.("Report to the Governor and Legislature under Section 303 of 1987 Senate Bill 100, Job Centers Pilot Project Report," 1988)

Key phrases in the definition are "...to help all jobseekers prepare for and enter employment...", and "...to help employers find qualified workers..." The intent of the Job Center concept is to assist <u>everyone</u> looking for employment, including specifically targeted populations, as well as to assist <u>all</u> employers with their work force needs.

Factors that led to the development of the Job Center concept were reductions in federal resources, increases in clients and the coordination emphasis within JTPA itself.

In response to these factors and other related statewide structural and policy changes, the nine-member DILHR Job Center Task Force began to study this issue in late 1986. In addition to developing the Job Center definition previously cited, the Task Force suggested model elements for the operation of Job Centers.

The State Legislature subsequently invited localities to test out the Job Center concept by authorizing funding through DILHR for pilot projects selected through an RFP process. The Legislature required project participation by local Job Service and JTPA agency(ies) as a funding contingency. DILHR also required Job Centers to feature a single advisory committee, a single plan of service, and simplified, improved client access.

Four Job Center projects were funded, in the following SDAs: Southwestern Wisconsin; Central Wisconsin; Northwest Wisconsin CEP, Inc.; and Northern Lake Winnebago. All emphasized a multi-agency approach to providing employment and training services to both job seekers and employers.

Among the coordination elements developed by three of the funded projects are: the JTPA agency, Job Service and other partners all located in the same office; centralized intake for various programs and services; a directory of local employment and training services developed and distributed to job seekers; enhanced basic skills assessment procedures; and case management to plan a total and coordinated service package for clients with multiple service needs. The fourth project emphasized a dispersed agency computer information network model.

All of the functioning Job Centers have integrated local Technical Colleges so that VTAE services in career exploration, counseling, assessment, job skill training, basic skills education and GED/High School Equivalency training are readily available to clients.

Coordination: Encouragement For and Barriers To

Eight of the ten groups surveyed were asked these two open-ended questions: "What factors encourage coordination between Carl Perkins Act and JTPA activities?" and "What factors discourage coordination?" (Surveys for the K-12 Special Education Directors and VTAE Special Needs Supervisors did not include the questions.) Following, in Tables 24 and 25, is a summary, roughly in priority order, of recurring answers:

TABLE 24
FACTORS THAT ENCOURAGE COORDINATION

1. Coordination requirements at the state or federal level.

2. Limited resources.

3. Similar target groups.

4. Personalities.

5. Coordination at the state level.

6. Communication (with emphasis on structured system for dialogue and communication.)

7. Joint planning to develop a shared vision.

8. Financial incentives.

Although many respondents said they were reluctant to admit it, they said that more coordination occurs when it is mandated and reinforced. A minority of respondents said mandated requirements impede coordination.

Limited resources scored as high as it did because virtually all employment and training programs are having to do more with less. The mutual self-interest theme was again evident.

Personalities emerged over and over as a key variable in the amount of cooperation that actually occurs. Some managers are more capable of and more personally committed to cooperation than others.

The coordination behaviors modeled at the state agency level were viewed as powerful incentives or disincentives for local coordination. A director of one of the cooperation models cited in this report said that when DPI talked with DETP and the information was shared immediately with the local level, it made a great deal of difference in what he could accomplish.

Joint planning to develop a shared vision was viewed as a natural next step from merely signing off on projects, and it requires time, resources, administrative commitment and willingness to engage in a consensus-building process. Face-to-face joint planning was viewed as very important to coordination.

TABLE 25
BARRIERS TO COORDINATION

1. Separate time lines and planning cycles.

2. Personalities.

3. "Turfism" (e.g., territorialism and desire for control).

4. Too much paperwork and red tape.

5. Different fiscal and student reporting requirements.

6. Different objectives and purposes.

7. JTPA restrictions on eligibility of participants.

8. Political nature of JTPA.

9. Lack of time.

10. Lack of common language in the two Acts, especially in the definition of "disadvantaged."

Table 25 shows that separate time lines and planning cycles were identified as the biggest barriers to coordination between Carl D. Perkins Act and JTPA activities, according to respondents. This large barrier can probably be addressed.

Personalities again emerged as critically important, but on this side of the equation, as a detriment to coordination. Turfism is closely related.

Different fiscal and student reporting requirements between the two Acts and lack of a common language, especially in defining "disadvantaged," are barriers that can be addressed in the legislation.

Coordination and Management Information Systems

Different requirements for collecting and maintaining participant data are a large part of what respondents cite as "too much paperwork and red tape." Thus, reducing this barrier is one way to facilitate local coordination.

Progress has been made already between the Department of Industry, Labor and Human Relations and the Department of Health

and Social Services. DHSS has indicated that it is "committed to the use of the existing Job Service information system for its AFDC employment and training programs. Staff from both agencies are working on an automated link between that system and the Computer Reporting Network which determines eligibility, tracks clients, and generates checks for income maintenance programs." (Letter from Patricia A. Goodrich, Secretary, Wisconsin Department of Health and Social Services, February 20, 1989.) These efforts should be supported financially by the State, as they represent an investment in long-term efficiency.

The fact remains that, in spite of this progress, at the local level, scores of workers are entering data into MIS systems that scores of other workers have already entered or will subsequently enter. With the technology available, this is an unnecessary waste of resources. Development of uniform data systems is not inexpensive. Minnesota has estimated that a uniform intake and information system for employment and training and income maintenance will cost $2.7 million between 1988-91. In Michigan, $1 million has been appropriated for a prototype "smart" credit card that enables participants to access various employment and training programs without having to recreate records. The "smart" card will be field tested in the community college system. ("Report to the Governor and Legislature Under Section 3030(2) of Act 27, Laws of 1987")

Yet those costs are modest when compared to total agency budgets. The costs are modest when compared to the years of increased efficiency in managing information and eliminating costly duplication of labor.

State agencies are creating, maintaining, and enhancing their own management information systems, and these individual efforts are costly. A WBVTAE management information system project to collect federal project reporting data that is now collected manually is estimated to require anywhere from $50,000 to $200,000, depending on the scope of the final project. The project is delayed as of this report. However, as it is currently envisioned, it would provide data on all federal program participants, including JTPA 8% funds, but would have no information on participation in other JTPA programs. The example is not unique to WBVTAE. It points out the difficulty individual agencies face in paying for and coordinating the systems. A state Cabinet-level mandate and effort is required.

VOCATIONAL EDUCATION SERVICES TO SPECIAL POPULATIONS

One of the nine purposes set forth in the Carl D. Perkins Vocational Education Act is to assure that individuals who have been inadequately served by vocational education are assured access to quality programs, especially: people who are disadvantaged or handicapped; men and women entering non-traditional occupations; adults in need of training and retraining; single parents or [displaced] homemakers; those with limited English proficiency; and the incarcerated.

Data provided by WBVTAE indicated that together, DPI and VTAE invested the minimum set aside percentages for special populations in both years of the study, exceeding them slightly in 1986-87 and attaining them in 1987-88. ("Seventeenth Evaluation Report 1987 and 1988.")

NASCOVE was interested in determining how frequently vocational education is accessible to those target groups in terms of instructional personnel, equipment, transportation, day care, facilities, programming, curriculum, counseling, employment placement and coordination with other agencies.

This study examined those elements for secondary and post-secondary vocational education separately. To answer the NASCOVE questions for high school vocational education, the questions were posed to K-12 special education directors, LVECs, staff of the Bureau for Vocational Education, DPI. The same questions were asked for post-secondary of VTAE district special needs supervisors and WBVTAE staff.

TABLE 26
FREQUENCY WITH WHICH K-12 VOCATIONAL
PROGRAM ELEMENTS ADEQUATELY
SERVE SPECIAL POPULATIONS

	Always		Usually		Occasionally		Never		Don't Know		Not App.		No Resp.		Totals	
Program Elements	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Instructional Personnel	(4)	9	(31)	69	(8)	18			(1)	2			(1)	2	(45)	100
Equipment	(3)	7	(26)	58	(9)	20			(5)	11	(1)	2	(1)	2	(45)	100
Transportation	(14)	31	(11)	24	(9)	20	(1)	2	(8)	18	(1)	2	(1)	2	(45)	99*
Day Care	(1)	2	(6)	13	(13)	29	(6)	13	(14)	31	(4)	9	(1)	2	(45)	99*
Facilities	(6)	13	(26)	58	(7)	16			(5)	11			(1)	2	(45)	100
Programming	(4)	9	(25)	56	(13)	29			(2)	4			(1)	2	(45)	100
Curriculum	(2)	4	(22)	49	(15)	33			(4)	9			(2)	4	(45)	99*
Counseling	(4)	9	(21)	47	(17)	38			(1)	2			(2)	4	(45)	100
Placement	(2)	4	(12)	27	(22)	49	(3)	7	(3)	7	(1)	2	(2)	4	(45)	100
Coordination	(3)	7	(15)	33	(20)	44	(1)	2	(4)	9			(2)	4	(45)	99*

*Does not equal 100% due to rounding.

Items Source: NASCOVE

TABLE 27
SUMMARY OF FREQUENCY WITH WHICH VOCATIONAL PROGRAM ELEMENTS ADEQUATELY SERVE SPECIAL POPULATIONS (K-12)
n=45

Program Elements	Percent of "Always" and "Usually" Responses
Instructional Personnel	78
Facilities	71
Programming	65
Equipment	65
Counseling	56
Transportation	55
Curriculum	53
Coordination	40
Placement	31
Day Care	15

An analysis of Tables 26 and 27 shows that K-12 respondents rated instructional personnel the most favorably of the ten vocational program elements. Seventy-eight percent (78%) rated instructional personnel as "always" or "usually" adequate for special populations. Facilities, programming, and equipment were judged adequate always or usually by 71%, 65%, and 65% respectively of the respondents.

While instructional personnel, facilities, programming, and equipment were all judged adequate by two-thirds or more of the respondents, roughly one-fifth of them rated these same elements as adequate only occasionally.

Transportation was rated adequate "always" or "usually" by 55% of the respondents. However, a large number of respondents did not know or did not respond to the item. If the responses are recalculated to include only the 35 who expressed an opinion, transportation was rated adequate "always" or "usually" by 71% with 29% rating it adequate "occasionally" or "never." There is still room for improvement.

Elements which were judged adequate less frequently by respondents included curriculum, counseling, placement, coordination with other agencies, and child care.

These items were rated adequate "always" or "usually" as follows: counseling, 56%; curriculum, 53%; coordination with other agencies, 40%; job placement, 31%; and child care, 15%.

Impact on Targeted Groups (K-12)

NASCOVE wished to determine the impact of Carl D. Perkins Vocational Education Act set asides on the six targeted groups. Respondents were asked to rate the effects on each of the groups using a scale of 1-6 with values assigned as follows:

6 = Strongly Positive Effect
5 = Moderately Positive Effect
4 = Slightly Positive Effect
3 = Slightly Negative Effect
2 = Moderately Negative Effect
1 = Strongly Negative Effect
DK = Don't Know
NA = Not Applicable

This scale is used for Tables 28 and 29. Calculations in these tables excluded those who said "don't know" or "not applicable."

TABLE 28
EFFECT OF CARL D. PERKINS SET ASIDES
ON TARGET POPULATIONS (K-12)
n=45

Group	No. Responding	Average
Handicapped	39	4.51
Disadvantaged	27	4.97
Single Parents	25	4.56
Adults In Need of Training	15*	4.40
Incarcerated	13*	4.00

*For these items, the majority of answers were "don't know" or "not applicable."
Item Source: NASCOVE

As Table 28 indicates, the disadvantaged were the group seen as benefitting the most from the set asides, followed by single parents and the handicapped. Ratings for all three groups, 4.97, 4.56, and 4.51, fell between four (4) for "slightly positive" and five (5) for "moderately positive." Although responses

were included in Table 28 for adults in need of training or retraining, the question was not as applicable to K-12 as to VTAE and this was reflected in an inordinate number of "don't know" or "not applicable" responses. The same is true of ratings for the incarcerated. Only several K-12 districts in the state have juvenile correctional facilities.

TABLE 29
EFFECT OF PROGRAMS TO ELIMINATE SEX BIAS AND STEREOTYPING (K-12)

Group	No. Responding	Average
Participating Educators	31	4.68
Students Whose Instructors Participated	28	4.39

Item Source: NASCOVE

Table 29 shows that the effects of programs to eliminate sex bias and stereotyping at the K-12 level also received ratings between moderately and slightly positive. Ratings given to the effects on students were close, but slightly lower than ratings of effects on participants.

Effect of the Funding Formula (K-12)

DPI staff, LVECs, and K-12 special education directors were asked what effect the funding formula has on the ability to serve handicapped and disadvantaged. On a scale of one to six, with one being "strongly negative" and six being "strongly positive," the group's average response was 4.16. It will be seen that this is lower than the average VTAE response for this item which is 4.69. It was expressed by several individuals in local K-12 settings that districts who don't know how to "play the numbers game" in identifying students don't get as much of the disadvantaged set asides as they might.

Designated Vocational Instruction (DVI) Program

The Designated Vocational Instruction (DVI) concept is a cooperative, interdisciplinary approach sponsored by the Department of Public Instruction (DPI) to meet the vocational education needs of secondary-level special needs students. It has been implemented in over 100 secondary-level educational

settings around the State of Wisconsin. By combining the existing strengths of both the special needs education and vocational education fields, the DVI approach seeks to more effectively prepare special needs learners for the world of work.

To implement the DVI concept, a school district must identify at least one certified special educator to function as the Designated Vocational Instructor. Other staff members who can participate as DVI team members include vocational educators, guidance counselors, and additional special education staff. DVI teachers and team members received university-based training in specific techniques to integrate special needs learners into existing vocational education classes.

Drawing on his or her expertise in special needs education, the DVI teacher provides instructional support to special needs students enrolled in regular vocational education classes, as well as to the vocational educators leading these classes. A Designated Vocational Instructor can also involve other special education staff in the DVI process, and facilitate communication among all staff involved with special needs students.

The DPI points out that the DVI concept encourages more effective use of existing resources, and that it need not involve additional costs to participating school districts. Carl D. Perkins Vocational Education Act monies that are administered by DPI can be used to help a school district establish or expand DVI services.

State-level staff support local efforts by offering technical assistance and support visits. Future program evaluation will seek to measure long-term student outcomes and further refine the DVI concept.

VTAE Services to Special Populations

To determine the impact of Carl D. Perkins Vocational Education Act funds on special populations at the post-secondary level, WBVTAE staff and local VTAE district special needs supervisors were surveyed.

TABLE 30
FREQUENCY WITH WHICH VOCATIONAL
PROGRAM ELEMENTS ADEQUATELY SERVE
SPECIAL POPULATIONS (VTAE)

	Always		Usually		Occasionally		Never		Don't Know		Not App.		No Resp.		Totals	
Program Elements	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Instructional Personnel	(2)	10	(14)	70	(3)	15			(1)	5					(20)	100
Equipment	(3)	15	(13)	65	(2)	10			(2)	10	(4)	20			(20)	100
Transportation			(4)	20	(8)	40	(2)	10	(1)	5	(4)	20	(1)	5	(20)	100
Day Care	(2)	10	(7)	35	(6)	30	(3)	15	(2)	10					(20)	100
Facilities	(3)	15	(14)	70	(1)	5	(1)	5	(1)	5					(20)	100
Programming*	(1)	5	(14)	70	(4)	20			(1)	5					(20)	100
Curriculum	(1)	5	(15)	75	(1)	5	(1)	5	(2)	10					(20)	100
Counseling	(4)	20	(11)	55	(4)	20			(1)	5					(20)	100
Placement	(2)	10	(8)	40	(7)	35			(3)	15					(20)	100
Coordination	(5)	25	(11)	55	(3)	15			(1)	5					(20)	100

*Programming was defined as "the big picture of what is offered."

Item Source: NASCOVE

TABLE 31
SUMMARY OF FREQUENCY WITH WHICH VOCATIONAL PROGRAM ELEMENTS ADEQUATELY SERVE SPECIAL POPULATIONS (VTAE)
n=20

Program Element	Percent of "Always and "Usually" Responses
Facilities	85
Instructional Personnel	80
Curriculum	80
Coordination	80
Equipment	80
Programming	75
Counseling	75
Placement	50
Day Care	45
Transportation	21

As Table 31 indicates, facilities, instructional personnel, curriculum, coordination, and equipment are adequate always or usually in the opinion of at least 75% of the respondents. Placement and day care, being adequate always or usually in the opinion of only half the respondents are areas where additional resources are needed. Transportation, at the bottom of the array, does not appear to be adequate for post-secondary special needs populations.

Table 32 shows the impact of the Carl Perkins funds on five of the seven targeted groups. The same one to six scale described earlier was used:

6 = Strongly Positive Effect
5 = Moderately Positive Effect
4 = Slightly Positive Effect
3 = Slightly Negative Effect
2 = Moderately Negative Effect
1 = Strongly Negative Effect
DK = Don't Know
NA = Not Applicable

TABLE 32
EFFECT OF CARL D. PERKINS SET ASIDES ON TARGET POPULATIONS (VTAE)

Group	No. Responding	Average
Handicapped	19	5.37
Disadvantaged	19	5.37
Single Parents	17	5.29
Adults in Need of Training	20	4.80
Incarcerated	14	4.71

Item Source: NASCOVE

Table 32 shows that, at the VTAE level, the handicapped and disadvantaged were judged to have benefitted equally from the set asides with single parents just slightly less. All three measures fell between five (5), a moderately positive effect, and six (6), a strongly positive effect, but are closer to 5, moderately positive effect. Adults in need of retraining at 4.80 and the incarcerated at 4.71 were judged to have benefitted somewhat less. Their scores fell between moderately positive and slightly positive, but are closest to moderately positive.

Vocational Education in Wisconsin Correctional Facilities

The Carl D. Perkins Vocational Education Act was the first federal education legislation to have a specific set aside for the incarcerated. Officials at the Wisconsin Division of Corrections say that Wisconsin devotes more of its Carl D. Perkins Vocational Education Act funding to Corrections than any other state. The Wisconsin Board of VTAE awards $300,000-$400,000 annually to corrections education programs. While the Act requires that 1% of Title II be devoted to corrections, Wisconsin's investment varies between 3-4%. Corrections officials report very positive working relationships with the DPI and WBVTAE.

The officials expressed disappointment at the relatively smaller amount available from JTPA. They say that other states devote considerably more JTPA funds to corrections education. During 1986-87 and 1987-88, $50,000 was available from JTPA 8% funds in Wisconsin. These funds were used for scholarships for parolees. As offenders are not a target population for state EPS levels, officials report difficulty competing for funding. In 1988-89,

for the first time, Corrections education is receiving funding directly from an SDA. The Milwaukee County SDA is providing funding for the Ethan Allan juvenile correctional facility.

TABLE 33
EFFECT OF PROGRAMS TO ELIMINATE SEX BIAS AND STEREOTYPING (VTAE)

Groups	No. Responding	Averages
Participating Educators	20	5.10
Students Whose Instructors Participated	18	4.39

According to Table 33, programs to eliminate sex bias and stereotyping had an effect between moderately and significantly positive on educators who participated in them. The ratings of the effect on students were closer to slightly positive.

Effect of the Funding Formula (VTAE)

VTAE district special needs supervisors and WBVTAE staff members were asked what effect the funding formula has on the ability to serve handicapped and disadvantaged. On a scale of one to six, with one being strongly negative and six being strongly positive, the group's average response was 4.69.

Set Aside Requirements

Table 34 indicates numbers served in selected target groups in secondary and post-secondary vocational programs. Title IIA requires that minimum percentages of Title II funds be literally set aside for special populations. Following are those populations and required set aside percentages: handicapped, 10%; disadvantaged, 22%; adults, 12%; those in need of occupational sex equity training/support, 3.5%; single parents, 8.5%; and the incarcerated, 1%. Data provided by WBVTAE indicated that together, DPI and VTAE invested the minimum set aside figures in both years of the study, exceeding them slightly in 1986-87 and attaining them in 1987-88. ("Seventeenth Evaluation Report 1987 and 1988.")

Of the 3,651 single parents served by VTAE Colleges in 1987-88, 40% were receiving AFDC. ("Carl D. Perkins Vocational Education Act Funds Annual Performance Report 1987-88 Results of Funded Activities.") Thirty-one percent (31%) of the disadvantaged served by VTAE in 1986-87 did not have high school diplomas. ("Carl D. Perkins Vocational Education Act Funds Annual Performance Report 1986-87 Results of Funded Activities.")

TABLE 34
NUMBER OF STUDENTS SERVED IN SELECTED SPECIAL NEEDS CATEGORIES FUNDED BY THE CARL D. PERKINS ACT 1986-87 AND 1987-88

Agency	Needs Category	Students Served 1986-87	Students Served 1987-88
VTAE	Handicapped	4,206	4,591
DPI	Handicapped	7,682	N.A.*
VTAE	Disadvantaged	25,218	21,400
DPI	Disadvantaged	14,954	N.A.*
VTAE	Limited English Proficiency	377	487
DPI	Limited English Proficiency	725	N.A.*
VTAE	Single Parents	3,684	3,651
DPI	Single Parents	560	N.A.*
VTAE	Incarcerated	593	550
DPI	Incarcerated	403	N.A.*

*N.A. indicates that figures are not available.
Note: Figures may be duplicated.

Sources: "Carl D. Perkins Vocational Education Act Funds Annual Performance Report 1986-87 Results of Funded Activities." Madison: Wisconsin Board of VTAE.

"Carl D. Perkins Vocational Education Act Funds Annual Performance Report 1987-88 Results of Funded Activities." Madison: Wisconsin Board of VTAE.

"1987 Wisconsin Secondary Annual Performance Report." Madison: Wisconsin Department of Public Instruction.

"1988 Wisconsin Secondary Annual Performance Report." Madison: Wisconsin Department of Public Instruction.

Effects of JTPA Performance Standards

TABLE 35
SUMMARY OF OPINIONS ON FREQUENCY WITH WHICH
JTPA PERFORMANCE STANDARDS INFLUENCE RECRUITMENT
OR ENROLLMENT PRACTICES

Group	Number Expressing An Opinion	Number of "Always" and "Usually" Responses	Percent
JTPA	14	10	71%
PIC Directors DETP			
VTAE	17	10	59%
RPD Administrators WBVTAE			
K-12	19	10	53%
LVECs K-12 District Directors			
DPI			

Item Source: NASCOVE

Respondents were asked the question from NASCOVE, "How frequently do JTPA performance standards influence recruitment and enrollment practices?" Table 35 shows that, overall, the JTPA group had the highest percentage of "always" and "usually" responses, 71%. Verbal and written comments included clarification such as "those who can benefit" or "those who are ready."

A companion question was asked, "How often do performance standards hinder JTPA from serving the populations most at risk?" The group with the highest percentage of "always" and "usually" responses was the VTAE group as shown in Table 36.

TABLE 36
SUMMARY OF OPINIONS ON FREQUENCY WITH WHICH PERFORMANCE STANDARDS HINDER JTPA FROM SERVING THE POPULATIONS MOST AT RISK

Group	Number Expressing An Opinion	Number of "Always" and "Usually" Responses	Percent
VTAE	19	13	68%
RPD Administrators WBVTAE			
JTPA	13	5	38%
PIC Directors DETP			
K-12	21	7	33%
LVECs DPI			

Summary of Findings on Vocational Education Services to Special Populations

Since there are no known norms with which to compare Wisconsin's rating, the researcher arbitrarily determined that needs were met adequately if 75% of the respondents rated a program element as adequate "always" or "usually" for special needs populations. This distinction was made with full recognition that there is always room for improvement. Given this measure, instructional personnel were judged adequate for K-12 special needs students in vocational education. Transportation, facilities, programming, and equipment fell somewhat short in the ratings. The areas of greatest need were counseling, transportation, curriculum, coordination with other agencies, job placement, and day care.

Day care, in fact, emerged as a need being met least frequently for vocational students with special needs at both the secondary school and post-secondary level.

Transportation was viewed as substantially inadequate at the post-secondary level.

Employment placement was rated as substantially inadequate at the secondary level and as inadequate at the post-secondary level.

In general, the post-secondary VTAE respondents rated services to special needs as adequate more frequently than the K-12 respondents. Facilities, instructional personnel, curriculum, coordination with other agencies, equipment, programming, and counseling were called adequate "always" or "usually" by 75% or more of the VTAE respondents.

Respondents were asked to judge the effects of the set asides on the six target populations. At the secondary level, the disadvantaged were the group judged to have benefitted the most from the set aside activities, with single parents and the handicapped next. The effects for all three were rated between slightly and moderately positive.

At the post-secondary level, handicapped and disadvantaged were judged equally to have benefitted the most. Single parents appeared to have benefitted almost as much. Again, the effects for all three were rated between moderately and significantly positive.

For both secondary and post-secondary levels, all scores were at or above 4.00, with 4.00 being "slightly positive effect." A limitation of the scale, however, was the absence of a "no effect" choice.

Programs to eliminate sex bias and stereotyping were rated at 4.68 for K-12 participants indicating effects between slightly and moderately positive. Impacts on students were close, but slightly less.

The effects at the post-secondary level were rated at 5.10 indicating effects between moderately and significantly positive. Effects on students were judged to be slightly positive.

Increased Graduation Requirements and Vocational Education

K-12 District Administrators, LVECs and DPI staff were asked how frequently increased graduation requirements or other school reform efforts limit accessibility to vocational education. Of 41 respondents, seventy-one percent (71%) said "always" or "usually." Twenty-seven percent (27%) said "occasionally" or "never." Two percent (2%) replied "don't know." The majority of respondents, then, felt that Wisconsin's increased graduation requirements have negatively affected student access to vocational education. This is in spite of the fact that access to vocational programs is also required by law. (See "Vocational Education in Wisconsin High Schools.")

PRIVATE SECTOR INVOLVEMENT IN VOCATIONAL EDUCATION

Are private sector businesses involved in vocational education? What effect does that involvement have? These questions were asked by the National Council on Vocational Education. Specifically, the Council asked for an indication of:

1) private sector involvement designed to meet the unique needs of vocational education

2) private sector involvement designed to meet specific work place requirements

3) private sector involvement designed to address unique needs of targeted populations

4) private sector involvement in local advisory committees

5) private sector involvement in equipment/fund-raising activities or foundations (Barnhardt et al., 1988)

Tables 37 and 38 reflect responses of K-12 District Administrators, LVECs, DPI staff, WBVTAE Staff, and VTAE Research, Planning and Development Administrators. Thus they reflect private sector involvement in secondary and post-secondary vocational education in Wisconsin.

TABLE 37
PRIVATE SECTOR INVOLVEMENT IN VOCATIONAL EDUCATION (SECONDARY AND POST-SECONDARY)

	Yes		No		Don't Know		No Response		Not Applicable		Totals	
Activity	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1. Private sector involvement designed to meet the unique needs of vocational education.	(55)	85	(3)	5	(6)	9	(1)	2			(65)	101*
2. Private sector involvement designed to meet specific workplace requirements.	(54)	83	(4)	6	(3)	5	(4)	6			(65)	100
3. Private sector involvement designed to address unique needs of targeted populations.	(43)	66	(12)	18	(8)	12	(1)	2	(1)	2	(65)	100
4. Private sector involvement in local advisory committees.	(61)	94	(1)	2	(3)	5					(65)	101*
5. Private sector involvement in fund-raising or donations.	(41)	63	(13)	20	(9)	14	(1)	2	(1)	2	(65)	101*

*Does not equal 100% due to rounding.

Item Source: NASCOVE

Table 38 summarizes respondents' opinions on degree to which the private sector partnerships have contributed to the improvement of vocational education. Respondents could indicate whether the contribution was significant, moderate, very little, none, or not known. Only those who reported such involvement were asked to judge the degree of effectiveness. In some instances, those who reported "no" did include a judgement on the effectiveness. Their answers were included as well.

TABLE 38
EFFECTS OF PRIVATE SECTOR INVOLVEMENT
IN VOCATIONAL EDUCATION
(SECONDARY AND POST-SECONDARY)

Activity	Significant		Moderate		Very Little		None		Don't Know		Totals	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1. Private sector involvement designed to meet the unique needs of vocational education.	(20)	34	(24)	41	(10)	17			(4)	7	(58)	99*
2. Private sector involvement designed to meet specific workplace requirements.	(20)	34	(24)	41	(10)	17			(4)	7	(58)	99*
3. Private sector involvement designed to address unique needs of targeted populations.	(10)	20	(14)	29	(17)	35	(6)	12	(2)	4	(49)	100
4. Private sector involvement in local advisory committees.	(34)	56	(21)	34	(6)	10					(61)	100
5. Private sector involvement in fund-raising or donations.**	(13)	24	(16)	29	(17)	31	(4)	7	(5)	9	(55)	100

*Does not equal 100% due to rounding.

**Some respondents reported different levels of effectiveness for different fund-raising purposes (e.g., scholarships vs. equipment).

Item Source: NASCOVE

Ninety-four percent indicated that the private sector is involved in advisory committees. This is not surprising in that advisory committees are required for all VTAE programs and all K-12 activities funded with Carl D. Perkins funds. Slightly over half of those rating degree of effectiveness, 56%, said it made a significant contribution. Just over a third, 34%, said the effect was moderate. These responses indicate, in the opinion of the researcher, a need to examine and improve the quality of interaction with advisory committees. The advisory committee is the most direct link a vocational program has with the employers who will eventually hire graduates. Only half of the respondents felt their contribution was significant.

The majority responded affirmatively, 85% and 83% respectively, that the private sector was involved in activities to meet unique needs of vocational education and to meet specific work place requirements. It was clear from their written comments, however, that many thought the questions referred to advisory committees.

Two-thirds, 66%, reported using the private sector to address unique needs of targeted populations. Only 20% of those rating the degree of effectiveness said the contribution was significant. Sixty-four percent (64%) said the effects were moderate or very little.

Sixty-three percent (63%) reported involving the private sector in fund-raising and donations. Only one-fourth, 24%, said the results were significant. Sixty percent (60%) said the effects were moderate or very little. Several respondents indicated difficulty with donations of obsolete equipment.

Barriers to Private Sector Involvement

Respondents were asked an open-ended question, "What are barriers to private sector involvement?" The top barrier was time, time both for business people and vocational educators. Time was mentioned twice as frequently as the barrier for businesspeople as it was for vocational educators.

The second barrier mentioned most frequently was the difficulty business people have dealing with the differences between private sector and public sector operations. The layers for decision-making, the time taken for decision-making and implementation, the open-meetings laws were cited. (Advisory committee meetings are subject to Wisconsin's open meetings laws.)

The third barrier was lack of a local business community in small rural cities and towns.

Other barriers cited by more than one respondent included: Business community attitude; lack of administrative support; the fact that vocational educators don't ask; and difficulty business people have in projecting future employment needs.

SUMMARY OF FINDINGS

No attempt was made in this study to compare the Carl D. Perkins Vocational Education Act and the Job Training Partnership Act. Such a comparison would have been inappropriate as the two Acts differ considerably in structure and intent.

A number of the recommendations of this study relate to JTPA. There are several reasons for this. First of all, a great deal more JTPA money is at work in Wisconsin than Carl D. Perkins Act funds. Table 1 showed about three and a half times more JTPA dollars coming into the State. Thus the extent of JTPA activity is much larger.

Second, JTPA is outcome-based, whereas the Carl D. Perkins Act is program-based. The JTPA legislation is very specific in its requirement of measurable outcomes. The Carl D. Perkins Act does not specify outcomes except in a very general way. Thus, JTPA is evaluated against fairly unyielding criteria. These criteria mean that a great deal more hard data is available for analysis on the former than on the latter. (This study does recommend, however, an enhanced format for the Carl Perkins VEA data that are collected.)

Third, the degree to which one can ascribe outputs to inputs differs for the two Acts. In the JTPA program, all the JTPA programs and services are supported with federal JTPA dollars (with infrequent exceptions). In contrast, the Carl D. Perkins Vocational Education Act supplies only about 1.5% of the total resources that support secondary and post-secondary vocational education in the State. Thus, even when those dollars go directly into program improvement, for example, it is difficult to isolate the specific effects of the funds.

Finally, some of the recommendations extend beyond the stated goals of the study. In the course of the research, several issues emerged, such as the conflict of interest issue for PIC members, that could not be ignored. According to the U.S. Office of Education, it is appropriate to examine any aspects of either Act in this required research. (Barnhardt et al., 1988)

Carl D. Perkins Vocational Education Act

The first goal of this study was to assess the extent to which administration of the Carl D. Perkins Vocational Education Act in Wisconsin meets its statutory intent. It is difficult to relate achievements to the nine purposes of the Act because the purposes themselves are general and multi-faceted. No measurable criteria are set forth in the Act. However, it is possible to determine if the funds are being administered in the way that

Congress intended. It should be emphasized that these federal funds are only a small percentage of the total invested in Wisconsin for vocational education. These funds are not intended to sustain the vocational education infrastructure and really cannot, due to the relatively limited dollars available. Instead, the funds were intended to serve as a catalyst for change and a means of serving groups that have traditionally been under served by vocational education.

All numerical data in this section are from four documents: "Carl D. Perkins Vocational Education Act Funds Annual Performance Report 1986-87 [and 1987-88] Results of Funded Activities," Wisconsin Board of VTAE, and "1987 [and 1988] Wisconsin Secondary Annual Performance Report," Wisconsin DPI.

Following are the purposes of the Act (Sec. 2) and anecdotal examples of how these purposes are being met.

Purposes of the Carl D. Perkins Vocational Education Act and Examples of Corresponding Activities in Wisconsin

1. Assist the States to expand, improve, modernize, and develop quality vocational education programs in order to meet the needs of the Nation's existing and future work force for marketable skills and to improve productivity and promote economic growth;

To begin with, RFPs are sent out in the categories of activity specified in the Act, thus helping ensure that the intent is met.

Following is a sample of projects funded for the above purposes in 1986-87:

> "Expanding Machine Tool and Electromechanical Programs to Include Instruction in Programming Computer/Numerical Controlled Machines," Chippewa Valley Technical College (CVTC);
>
> "Business Incubator," (to foster growth of new businesses with VTAE education and technical assistance) CVTC;
>
> "Telecommunications Equipment: (for a new associate degree program in telecommunications) Waukesha County Technical College.

One of the ways in which both VTAE and DPI programs are improved is through formal program evaluations. DPI contracts annually with U.W.-Stout for comprehensive evaluations of all the vocational programs in a given number of high schools.

The Wisconsin Board of VTAE initiates evaluations of specific programs or services. In 1986-87 and 1987-88, the number of programs formally evaluated was 150 and 165, respectively.

2. Assure that individuals who are inadequately served under vocational education programs are assured access to quality vocational education programs, especially individuals who are disadvantaged, who are handicapped, men and women who are entering non-traditional occupations, adults who are in need of training and retraining, individuals who are single parents or homemakers, individuals with limited English proficiency, and individuals who are incarcerated in correctional institutions.

Results of this research show that K-12 vocational educators believe that the Act has had a between slightly to moderately positive effect on vocational education services to special populations. The disadvantaged were seen to have benefitted most, followed by single parents and handicapped.

VTAE educators said the Act has had a moderately positive effect on handicapped and disadvantaged and single parents. They judged the effects on adults in need of training and retraining and the incarcerated lower, between moderately positive and slightly positive.

At the K-12 level, the only element of vocational education judged adequate for special populations by three-fourth or more of the respondents was instructional personnel. Transportation, facilities, equipment, facilities, programming, and equipment were judged adequate by a little more than two-thirds of respondents. Elements judged to be least adequate at the K-12 level were counseling, curriculum, coordination with other agencies, job placement, and child care. Child care was felt to be the most inadequate element for special populations.

At least three-fourths of VTAE educators surveyed expressed opinions that facilities, instructional personnel, curriculum, coordination with other agencies, and equipment were adequate for special populations "always" or "usually." Job placement and child care were needs that about half the respondents said were met adequately. Transportation was shown to be inadequate for post-secondary populations.

Special Strategies

The U.S. Office of Special Education and Rehabilitation Service funded a project to select 12 exemplary approaches to meeting Carl D. Perkins VEA mandates applicable to secondary level special education students. Two Wisconsin programs were selected from among 250 national applications as exemplary: The Designated Vocational Instruction/Job Training Partnership Act program at Elk Mound High School and the Employment Skills and Designated Vocational Instruction Program at Verona (Gugerty et al., 1988). (See "Other Coordination Models," p. 38.)

The Designated Vocational Instruction (DVI) program, a component of the two award-winning programs is implemented in over 120 sites in Wisconsin high schools. In the DVI program, a special education teacher provides support to special needs students in regular vocational classes and to the regular vocational instructors. The program, developed at DPI, has documented evidence of effectiveness. (See "Designated Vocational Instruction Program, p. 60.)

The Incarcerated

Wisconsin is a leader in Corrections education. A Division of Corrections official credits Carl D. Perkins VEA funds with their ability to provide vocational education to the incarcerated to the extent it is available in this State. The "Corrections Education Evaluation System Model" and the "Technical Assistance for Articulated Curriculum" projects were both funded partly with VEA funds. Table 34 shows that in 1986-87 and 1987-88, VTAE Colleges provided 593 and 550 inmates respectively with vocational education. DPI provided 403 incarcerated juveniles with vocational education in 1986-87.

Sex Bias and Non-Traditional Occupations

Results of this research show that programs to eliminate sex bias and stereotyping funded by the Act were felt to have had a moderately to slightly positive impact on K-12 instructors. Effects on students whose instructors participated were felt to be close to those ratings, though just slightly less. DPI has developed a cadre of individuals at each CESA who provide leadership and assist in promoting sex equity, eliminating sex role stereotyping, and encouraging young men and women to consider non-traditional occupations. In 1986-87, 6,831 participated in DPI programs to eliminate sex bias. In 1987-88, 2,080 participated in similar VTAE programs.

Funding Formula

A number of other states view the funding formula for Title IIA as having a negative effect on a state's ability to serve special populations. (The concern was due to the effect of geography on the funding allocation.) This concern was not specifically expressed by the VTAE or K-12 educators involved with special populations. When respondents were asked what effect the funding formula has on the State's ability to serve special populations with vocational education, the average for K-12 was 4.16, between slightly positive and moderately positive. The average for VTAE was slightly higher, 4.69, also between slightly and moderately positive. It was not considered a patently negative factor as has been the case elsewhere.

3. Promote greater cooperation between public agencies and the private sector in preparing individuals for employment, in promoting the quality of vocational education in the [State], and in making the vocational system more responsive to the labor market in the [State];

A NASCOVE question was "To what extent is the public sector involved in vocational education and how much of an impact has private sector involvement had?" In this research, the vast majority of respondents at both the K-12 and VTAE levels said the private sector was involved in vocational education through advisory committees. Only half, however, said it made a significant contribution. Just over a third rated the contribution as moderate.

The effectiveness of involving the private sector to meet the needs of targeted populations was even less. Two-thirds reported using the public sector to that end, but only 20% rated the effectiveness as significant. A similar pattern was seen for involving the private sector in fund-raising and donations.

One of the most significant movements to involve the private sector has been in the evaluation procedures developed by both DPI and VTAE. The VTAE model was updated and enhanced in 1988.

Both models involve employers on evaluation teams and both systems collect follow-up information on employer satisfaction with graduates. These efforts utilize Carl D. Perkins VEA funding.

4. Improve the academic foundations of vocational students and to aid in the application of newer technologies (including the use of computers) in terms of employment or occupational goals;

The inculcation of general education competencies into the vocational education curriculum is evident in the curriculum guides produced by DPI for Agriculture, Business, Home Economics, Marketing, and Technology Education. The Business Education guide, in particular, includes computer keyboarding and computer concepts and applications. Use of computers is included throughout the curriculum.

At the post-secondary level, all 16 VTAE districts applied for and received Carl D. Perkins VEA funds for basic skills improvement services projects for adults.

5. Provide vocational education services to train, retrain, and upgrade employed and unemployed workers in new skills for which there is a demand in [the] State or employment market;

DPI uses these funds to serve school leavers and students who need additional or transitional services. In 1986-87, 2166 were served. DPI also used Carl D. Perkins funding to produce "Planning Guides for Education and Employment" for each of Wisconsin's 72 counties. The guides included local demographic and labor market information as well as general trends to assist schools in developing Education for Employment and vocational education programs. These can assist local planners to ensure that programs are added, changed, or discontinued based on labor market demand.

Examples of post-secondary projects funded under this purpose in 1986-87 include:

> "Computers in Distribution and Manufacturing," Milwaukee Area Technical College (MATC);
>
> "Just-In-Time and Related Technology for Mirro Corporation," Lakeshore Technical College
>
> "Computer-Integrated Manufacturing," Fox Valley Technical College

During that year, over 1,200 older and displaced workers were served through three of the VTAE projects in this category.

6. Assist the most economically depressed areas of [the] State to raise employment and occupational competencies of its citizens;

Presumably the funding formula for Title IIA ensures this for special services to targeted groups as it is based partially on number of eligible students.

In addition, all VTAE districts had Title IIB projects approved.

What is less clear is how the DPI requirement that funded districts have the services of an LVEC may affect the most economically depressed areas. The question is not addressed in this study, but is a topic for further research.

7. To assist the State to utilize a full range of supportive services, special programs, and guidance counseling and placement to achieve the basic purposes of this Act;

All sixteen VTAE Colleges received funding for career assistance centers and services.

At the secondary level, one of the uses of funds under this purpose was the development and now the implementation of the Wisconsin Developmental Guidance Model. The K-12 model developed jointly by DPI and the Wisconsin Council on Vocational Education was selected by the U.S. Office of Education as an exemplary program in career guidance.

Results of this research indicated that about half of the K-12 respondents said that counseling for special needs students was adequate "always" or "usually."

8. Improve the effectiveness of consumer and homemaking education and to reduce the limiting effects of sex-role stereotyping on occupations, job skills, levels of competency, and careers;

Consumer and wage-earning home economics projects were approved at both the secondary and post-secondary levels. For results of efforts to reduce sex role stereotyping, see discussion on purpose 2 of the Act.

9. Authorize national programs designed to meet designated vocational education needs and to strengthen the vocational education research process.

The state was not accountable for this goal. State staff, however, expressed concern at the lack of dissemination of vocational research.

JTPA

A second goal of this study was to assess the extent to which administration of the Job Training Partnership Act in Wisconsin meets its statutory intent.

In Wisconsin, the Job Training Partnership Act meets and exceeds its required Department of Labor performance standards for placing individuals in jobs with the required wage levels and well under the maximum cost per placement. (See Table 10.) The average cost in Wisconsin per JTPA participant is about half the allowable limit. In addition, 13 weeks after termination from JTPA, 68% of the former adult participants are employed and earning an average of $195. per week.

The SDAs, in total, were less successful in placing women in jobs at rates equal to their incidence in the eligible population. This is in spite of the fact that DETP has taken a number of proactive steps to increase service levels. Historically, women have been under served by most of Wisconsin's employment and training programs. (Alder and Head, 1986.) Only 10 of 17 SDAs met their goals for placing women in jobs for 1987-88, a decrease from the prior year. Fourteen of the 17 met their goals for enrolling women during the same time period. The required EPS levels are formulated at the state level and, with the exception of school dropout and AFDC participant categories, are not part of SDAs' performance standards.

The DPI 8% projects did not meet employment and placement levels for females in 1986-87, but did meet job placement levels in 1987-88. VTAE 8% projects met employment and placement levels for women for both years.

Older workers represent a second high need group for which services, over all, declined during the two years under study. In 1986-87, 15 of 17 SDAs enrolled and 14 placed in jobs the proportionate number of older workers. In 1987-88, those numbers were 13 SDAs who enrolled and 13 who placed older workers in jobs according to their incidence in the eligible population. (See Table 6.) The VTAE 8% projects failed to enroll and place older workers at specified levels for both years. (Older worker standards were not applicable to DPI projects.)

In 1986-87, 26% of Title IIA placements were in clerical and sales positions and 25% in service occupations. Service occupations have notoriously high turnover rates, so in the absence of data more long-term than 13 weeks after termination, the impact is not known. The average weekly salary, $195, is probably not adequate to support a household.

The percentage of JTPA participants with a minimum of a high school diploma, 78%, was above the minimum level of education of the general population. The question must be asked whether

these individuals could have found employment on their own in a labor market eager for low- or non-skilled workers.

It is clear that JTPA in Wisconsin met its federal requirements. What is not clear, however, is whether the program substantially served "individuals facing serious barriers to employment" (Sec. 2) or whether placement in a job per se will have any impact on participants' longer term employment success.

According to the PIC Directors interviewed, a relatively small portion of the 70% available for training is spent on formal classroom instruction. Yet it is known that by 1995, 75% of all job classifications will require some vocational-technical education. ("The Wisconsin System Vocational Technical Adult Education," 1987.)

That two of the SDAs reporting spent nothing on remedial (basic skills) education is of concern. There is no question that all types of jobs are requiring more ability to read, write, speak, listen and understand. The Literacy 2000 Task Force (1988) has recommended that human service agencies "adopt regulations providing adequate time and incentives to allow participants in agency programs to significantly increase their levels of literacy." The researcher could find little evidence that this was occurring regularly to a significant extent in the SDAs studied. (Exceptions to this were seen in the Southeastern Wisconsin SDA (Kenosha and Racine) literacy projects and the workplace literacy projects in the Milwaukee County SDA.

NASCOVE was interested in the effect of JTPA performance standards on serving the populations most at risk. Over half of the K-12 and VTAE respondents said that JTPA performance standards influence recruitment and enrollment practices "always" or "usually." Almost three-fourths (71%) of the state and local JTPA staff said that they believed JTPA performance standards influence recruitment and enrollment practices "always" or "usually." This is because those most likely to succeed are selected for participation, according to respondent comments.

When asked how frequently performance standards hinder JTPA from serving the populations most at risk, 68% of VTAE respondents said "always" or "usually." Thirty-eight percent (38%) of state and local JTPA staff and 33% of K-12 educators said "always" or "usually." The difference between the K-12 and the VTAE responses on this question may result from the fact that for school age youth, criteria other than job placement can be used to determine positive terminations. A common complaint heard about JTPA, even from JTPA personnel, is that it does not encourage taking risks on participants.

A third goal of the study was to assess the status of coordination between the Acts, private sector involvement, and

impact of Carl Perkins set asides on special populations as specified in "Common Evaluation Elements" produced by the National Council on Vocational Education (Barnhardt et al., 1988). Questions relating to special needs populations and private sector involvement were addressed earlier in this section in the discussion of administration of the Carl D. Perkins Vocational Education Act in Wisconsin.

To what extent does coordination occur between vocational education and JTPA at state and local levels? This research indicates that a great deal of coordination is occurring between VTAE and K-12 vocational education and JTPA. A number of strategies are in place to facilitate coordination. Strategies include reviews and sign-off of proposals, state level staff involved in both JTPA and Carl D. Perkins activities, formal cooperative agreements, joint inter-agency planning, and the like. One of the most promising coordination strategies is the Job Center. Job Centers combine the resources of JTPA, Job Service, VTAE Colleges, and other human service agencies to provide one-stop shopping both for participants and for employers looking for employees.

NASCOVE asked how frequently programs were cross-listed among the JTPA and education agencies. This was reported more frequently for VTAE (67% reported "always" or "usually") than for secondary vocational education. (Eight percent said "always" or "usually.")

Another NASCOVE question was, "How frequently is there cross representation on PICs and advisory committees?" This was apparently not a common strategy as responses from K-12, VTAE, and JTPA ranged from 23-33% of "always" or "usually" answers.

Respondents were asked about the extent to which cross representation improves coordination. The anchored scale was one (1) to six (6) with one (1) being "to little or no extent" and six (6) being to a "great extent." Although some responses indicated strongly negative feelings about the effectiveness of cross representation, the range of responses was 3.50 to 5.00 with the average for all respondents being 4.25. So while cross representation was seen as generally positive, a strong affirmation was not evident.

PIC Directors were asked about awareness of vocational program plans for K-12 and VTAE and vice-versa. Some differences were seen. VTAE RPD administrators expressed a higher level of awareness of PIC plans than did LVECs. PIC directors rated the level of interest in cooperation of K-12 districts lower than the level of interest in cooperation of VTAE districts. PIC directors rated their awareness of K-12 vocational plans considerably lower than that for VTAE. It must be emphasized, however, that PIC Directors indicated there was great variability

in their relationships with K-12 districts. Also, there are far more K-12 districts than VTAE Colleges.

At the same time that there are many coordination strategies in place, respondents reported that PICS are offering services that could be provided by existing public agencies such as Job Service and VTAE Colleges. The duplication reported was generally in the areas of assessment, counseling, employability skills training, and job placement.

Coordination

A fourth goal of the study was to identify factors that encourage coordination. Following are the factors identified by respondents as encouraging coordination, roughly in priority order:

(1) Coordination requirements at the state or federal level;
(2) Limited resources;
(3) Similar target groups;
(4) Personalities;
(5) Coordination at the state level;
(6) Communication (with emphasis on a structured system for dialogue and communication):
(7) Joint Planning to develop a shared vision;
(8) Financial Incentives.

Respondents were reluctant to admit that mandating coordination leads to increased coordination and cooperation, but the majority apparently felt it was so. Personalities emerged over and over as a key variable in how much coordination occurs. The coordination that is modeled at the State level was identified as a powerful incentive or disincentive for local cooperation.

Barriers To Coordination

A fifth goal of the study was to identify barriers to coordination. Following are elements identified by respondents roughly in priority order:

(1) Separate time lines and planning cycles;
(2) Personalities;
(3) "Turfism" (e.g. territorialism and desire for control)
(4) Too much paperwork and red tape;
(5) Different fiscal and student reporting requirements;
(6) JTPA restrictions on eligibility of participants;
(7) Different objectives and purposes;
(8) Political nature of JTPA;
(9) Lack of time;
(10) Lack of common language in the two Acts, especially in the definition of "disadvantaged."

A sixth goal of the study was to identify models of cooperation between Carl D. Perkins Vocational Education Act/JTPA/vocational

education at the secondary and post-secondary levels. The secondary model identified was the "Jobs Target--Single Parents Consortium Program" out of CESA 12 headquartered in Ashland. Twenty-six (26) high schools are part of the Consortium. The cooperating SDA for the project is the Northwest CEP, Inc.

The post-secondary cooperation model is the Southwestern Wisconsin Job Center, a joint effort between the Wisconsin Job Service, Southwestern Wisconsin Private Industry Council, and Southwestern Wisconsin Technical College, Fennimore.

COMMENDATIONS

1. The Division of Employment and Training Policy (DETP), Job Service, Wisconsin Board of VTAE, and the four local pilot projects in the Central Wisconsin, Southwestern Wisconsin, Northwest Wisconsin CEP, Inc., and Northern Lake Winnebago SDAs are commended for developing and implementing Job Centers.

Rationale

The intent of the Job Center model is to maximize services to clients, both individuals seeking work and employers seeking employees. The model makes the best use of resources by limiting unnecessary duplication.

2. The State's 17 SDAs and the DETP are commended for Wisconsin's aggregate record of consistently exceeding federal performance standards for job placement and wage rates.

Rationale

The figures for 1987-88 show that the aggregate record for all of Wisconsin's SDAs exceeded federal standards and according to DETP staff, this high level of performance is typical for the State. The required entered employment rate was exceeded by 28%. The required average wage at placement was exceeded by 15% and the required welfare entered employment rate was exceeded by 38%.

3. The Bureau for Vocational Education, Wisconsin Department of Public Instruction is commended for developing the five curriculum planning guides for Agriculture, Business, Home Economics, Marketing, and Technology Education.

Rationale

The guides show evidence of a great deal of thought as to <u>why</u> topics are taught. The Technology and Home Economics guides, in particular, represent a departure from the traditional. Technology Education, for example, is organized around four

systems of technology: communications; construction; manufacturing; and transportation. This is in contrast to the traditional woodworking, metalworking, and drafting. It recognizes the link between the teaching of technology and science and the humanities and recognizes the interactive relationship between people and the technologies they create.

The Home Economics curriculum guide focuses on home and job. The curriculum is distinguished by its recognition of the dual roles most adults play as workers and homemakers and the recognition of the work of the family.

All the curriculum guides stress problem-solving and development of basic skills that will enhance students' employment potential but that will also serve them well in future education and training. The guides recognize the changing nature of curricula and the role the private sector must play in constant curriculum updating. They also show how to eliminate sex bias and stereotyping to broaden opportunities for all students. In short, the curricula described in the guides should expand students' opportunities for success in school and in future work and education.

4. The Bureau for Vocational Education, Wisconsin Department of Public Instruction, is commended for developing a cadre of individuals in each CESA who are knowledgeable about eliminating sex bias and stereotyping in vocational education.

Rationale

The cadre approach is an excellent means of extending the influence of one sex equity coordinator at the state level. It has great potential for affecting long term change. Results of this research indicate that the sex equity training programs have had a moderately to slightly positive effect. These kinds of efforts are essential for maximizing human resources and ensuring a better fit between employers' needs and the pool of available workers.

5. The Bureau for Vocational Education, Wisconsin Department of Public Instruction, is commended for developing and implementing the Designated Vocational Instruction (DVI) program in Wisconsin.

Rationale

In the DVI program, a special education teacher provides support to special needs students in regular vocational education classes and to the regular vocational instructors. There are over 120 DVI sites statewide. Evaluation data show that the program does help students with special needs succeed in mainstream vocational

classes. Two DVI programs in Wisconsin have received national awards.

6. The Wisconsin Board of VTAE is commended for its commitment to, and support of, vocational-technical education for the incarcerated.

Rationale

WBVTAE has consistently devoted 3-4% of the Carl D. Perkins funds coming into the state for Corrections education when the required set aside for Corrections is only one percent (1%). In the period of this report, the WBVTAE supported an extensive project to upgrade, evaluate, and extend vocational-technical education in correctional facilities. The project was "Technical Assistance for Articulated Curriculum," and was a cooperative effort between WBVTAE, the Wisconsin Department of Public Instruction, the Wisconsin Division of Corrections, and the East-Central Wisconsin VTAE Consortium. The Vocational Studies Center, UW-Stout developed the evaluation component. Twenty-three (23) vocational program curricula were upgraded with the help of 167 instructors and 14 business representatives.

7. The Wisconsin Board of VTAE is commended for its leadership role in bringing the problem of adult literacy to the attention of the educational community and the general public and for helping VTAE Colleges respond to the need.

Rationale

The Literacy 2000 Task Force was appointed by Dr. Robert Sorensen, State Director, Wisconsin Board of VTAE. The group was composed of leading human services administrators, business representatives, legislators, and educators. In its final report, the group recommended adoption of the goal of universal adult literacy by the year 2000 for all adults capable of achieving that status. The Task Force designed a plan to meet that objective.

The WBVTAE has utilized a portion of its State incentive grants to expand basic skills instruction and English-As-A-Second-Language instruction.

RECOMMENDATIONS

1. Private Industry Council members must play a more meaningful role in oversight of local JTPA programs. The Division of Employment and Training Policy should provide in-service education (technical assistance) to PIC members to prepare them for their role.

Rationale

A common complaint of PIC members is that of being overwhelmed by the bureaucracy of a law that is difficult for a layperson to understand. From interviews conducted in this research, it seems that sometimes the PIC membership follows the lead of the administrative entity staff without feeling sufficiently informed to make a judgement. To a certain extent, the function of a staff is to do the bureaucratic leg-work, and to bring the results to the policy-making body for a decision. But the complexities of JTPA (or any federal program) can force a citizen board into a "rubber stamp" mode even if this is not desired or intended by the staff or the board.

Since membership on the PICs change, and since information is constantly changing, professional development activities should be scheduled on an on-going basis, preferably on-site in each SDA. Time has been identified as the major constraint for private sector involvement; providing training on-site would help ensure that it was received.

Training could deal with topics such as: how to determine reasonable costs for services; how to determine whether adequate program supervision is being provided; how to identify abuses of JTPA on-the-job training contracts; how to identify conflicts of interest; how to increase service levels to targeted groups; how to reduce duplication of services to maximize dollars; and the like. (All of these examples were concerns raised by PIC members.)

Clearly by law, PIC members have the responsibility to ask these kinds of questions. It does not appear that private sector members, in particular, have always received adequate preparation to do so. For example, one PIC member reported that the new member orientation consisted of being given a large notebook.

2. The Division of Employment and Training Policy should provide leadership to help clarify the conflict of interest issue for PIC members.

Rationale

Following the Attorney General's opinion of December 19, 1988, the researcher spoke to a number of PIC members who had asked local attorneys to render a decision on whether their actions or membership on the Board was legal. Clearly these members were very concerned. It seems unnecessarily burdensome for so many individual members to be requesting legal decisions. In this instance, state-level technical assistance should be provided to local PIC members.

3. Following legal clarification of the conflict of interest issue, a state-local task force should be convened to develop a code of ethics for PIC members.

Rationale

The ethics code should address matters such as memberships on other boards that could be construed as a conflict of interest, OJT contracts for PIC members' businesses, and the like and would be a source of information and protection to members.

4. DPI, JTPA, and VTAE personnel must continue to strive to increase service levels to targeted high needs groups: women and older workers.

Specifically, JTPA Service Delivery Areas must continue to focus on job placement levels for women and enrollment and placement levels for older workers as the overall performance of the SDAs in that regard is declining. DETP should examine effects the change in the 6% policy may have had on services to women and older workers.

The Bureau for Vocational Education, Wisconsin Department of Public Instruction should continue efforts to increase 8% project services to females, specifically in job placement.

The Wisconsin Board of VTAE should continue to focus on enrolling and placing older workers in the 8% projects.

Rationale

Women have been under served by most of Wisconsin's employment and training programs in relation to their incidence in eligible populations. (Alder and Head, 1986) This is not unique to Wisconsin and, in the case of JTPA, DETP has taken a number of proactive steps to increase levels of service. Over all, however, SDAs are losing ground in providing equitable services to women.

In 1986-87, fourteen of seventeen SDAs enrolled females at levels comparable to their proportion of the eligible population. One of the three that did not is one of the most populated areas of the State. In the same year, 13 of 17 SDAs placed women in jobs at a level equal to their incidence in the eligible population. In 1987-88, while enrollment levels remained the same, the number of SDAs that placed the proportionate number of women in jobs dropped to 10. When two out of three people in the U.S. with incomes below poverty level live in families headed by single women (Gunderson, 1987) this trend is not acceptable.

During the period of this study, the numbers of SDAs meeting enrollment and placement levels for AFDC/WEOP eligible persons increased. Entered employment rates for that group are part of the federal performance standards. The change in Wisconsin's 6% policy which no longer required SDAs to meet service levels for

the six targeted populations (except AFDC/WEOP eligible) to receive incentive funds may be having an impact.

During the first year of this study, the DPI 8% projects met enrollment and placement levels for females. They did not meet job placement levels in the second year.

The VTAE 8% projects did not meet enrollment or placement levels for older workers during the two years under consideration. They met enrollment and placement levels for women for both years.

5. SDAs should devote more of their JTPA resources to supportive services to participants, specifically for child care and transportation.

Rationale

The state average of JTPA expenditures for supportive services was 8% for 1987-88, down from 8.3% in 1986-87. The legislative maximum on supportive services is 15%, leaving room for increased expenditures for clients' needs. (One SDA in this study reported spending only 3% on supportive services.)

This research indicated that the greatest areas of unmet need for special populations are child care and transportation. Child care is needed for adults and the school-age population, and transportation is needed for adults at the post-secondary level. Child care is still considered largely a female responsibility, and thus would seem to be an important element in increasing JTPA services to women.

6. The Division of Employment and Training Policy, local administrative entities, PICs and the Department of Labor should work together to determine optimal strategies to extend participants' time in programs as appropriate.

Rationale

JTPA has traditionally been a short-term program. In JTPA, statistics are collected on an annual basis. There is great incentive to enroll and place participants, and to count them as a positive termination so more clients may be served to reach the goals. However, a longer-term approach is needed, according to many of those interviewed, especially if those with serious barriers to employment are to be served.

The goal of a longer JTPA experience is desirable in a number of ways. First, it can enable the PICs to more readily serve clients with serious barriers to employment. There is no incentive now, according to respondents, to take risks with

clients who might not succeed. In fact, there is disincentive to do so.

Second, the short-term orientation of JTPA does not, in general, allow adequate time for participants to improve their basic skills. Ability to learn through reading, writing, listening, and speaking is basic to succeeding in today's labor market. A relatively small amount of JTPA resources is going into this effort now, according to the SDAs studied in this report.

Third, a longer-term JTPA experience will enable participants to participate in formal training programs or any training programs. Time is needed to bring together specific skill training and on-the-job training. Better paying jobs require more and better training.

Fourth, more occupational skills training and enhanced literacy will require more comprehensive client assessment of basic skill levels, career interests, and aptitude. This is necessary to ensure that JTPA funds expended are focused in a clear direction.

A team approach is recommended for addressing this need. In the course of conducting interviews for this report, every level in the JTPA delivery system responded that the short-term orientation of JTPA was another level's choice. Few are objecting, but it will take a concerted effort to enable longer-term, more comprehensive services.

Theoretically, fewer participants can be served if more services are provided to each; yet, if duplication of efforts can be reduced, more dollars can be freed up for client needs.

7. The JTPA follow up of participants required by the Department of Labor at 13 weeks should be conducted 6-12 months and again at five years after termination so that the program's lasting effects on participant employability can be known.

Rationale

Without some measure of long-term employability of participants, the lasting impact of the program cannot be known.

8. The State, through the Division of Employment and Training Policy and the Wisconsin Jobs Council, should take a proactive role in requiring that SDAs consistently utilize existing education and labor exchange agencies as specified in Sec. 107(b) and 107(c) of the Act.

Rationale

A difference between CETA, the former federal employment and training law, and JTPA is a transfer of authority from the

federal government to the state level. In Wisconsin, it appears that the State could play a more proactive role, through policy and the training plan approval process, in preventing unnecessary duplication.

First, the Job Training Partnership Act states in Section 107(c) that:

> Appropriate education agencies in the service delivery area shall be provided the opportunity to provide educational services, unless the administrative entity demonstrates that alternative agencies or organizations would be more effective or would have greater potential to enhance the participants' continued occupational and career growth.

This research shows that some SDAs are providing services that are already available through existing agencies, specifically VTAE Colleges and Wisconsin Job Service. The duplication is generally in the areas of assessment, counseling, employability skills training, and placement. In the spirit of partnership, the State has set no firm directives on using the existing educational or job exchange structure and has continued to approve training plans of SDAs where duplication is occurring. JTPA funds are scarce. There are only enough to serve 5-10% of the eligible population. SDAs should not be investing scarce resources to recreate a service delivery system where one already exists. Those dollars should be going to needed participant services. But there is no apparent firm insistence on this from the State level. There is an appeal process, but agencies who feel their services are being duplicated have no state standard to which to refer. The State does not, in actual practice, require SDAs to use existing agencies.

The development of Job Centers is certainly a strategy that leads to increased coordination and use of existing structures. But not every SDA has a Job Center.

One could argue that it is the responsibility of local PIC members, especially the private sector majority, to ensure that existing agencies are maximally utilized. However, PIC members report difficulty in understanding the many issues and items put before them. Also, several PIC members reported that unnecessary duplication has occurred in spite of their objections. PICs can play a greater role in accountability, but must be supported with policies and adequate training.

It should be stressed that there is great variation by SDA and some PICs are very conscientious about using existing agencies.

For those who are not, there are no meaningful checks and balances.

In short, resources of Wisconsin taxpayers have already gone to support the VTAE Colleges and the Wisconsin Job Service. The federal JTPA dollars should be used to increase the capacity of these agencies to provide services needed for disadvantaged clients. They should not be used to recreate parallel services. The situation requires a state-level policy on use of existing agencies. Exceptions would need to be defended on an individual basis.

9. Expanding on the success of Job Centers, the Wisconsin Board of VTAE and the Division of Employment and Training Policy should work together to develop a creative model to meet the needs of Wisconsin's service industry with unskilled or low-skilled workers, while enabling the individual participant to continue in a career ladder with additional skill training and basic skills enhancement. The incentive policy might be used to stimulate such a model.

Rationale

There is no doubt that the State's service sector needs workers. The pool of young people who have traditionally filled those jobs is simply not available due to demographic changes.

From the client's perspective, a service job may provide a transition into the labor market, but those jobs frequently have poor hours, working conditions, and fringe benefits. In spite of DETP's efforts to encourage employment with fringe benefits, 60% do not have health insurance. The jobs may have little to do with participants' interests and abilities.

What is proposed here is a pool of "venture capital" for model projects that will accommodate employers' needs for low-skilled workers. At the same time, however, participants would continue to receive JTPA services as needed -- skill training for a higher-level job, basic skills enhancement, or other supportive services as needed. It would be essential that SDAs providing the longer-term service not be penalized, and in fact, have some incentive to provide extended services. At present, there is little or no incentive to do so.

Part of the commitment to the model would be a solid research design to track long-term successes of participants.

10. The Wisconsin Board of VTAE should revise the format for the WBVTAE Annual Performance Report for Carl D. Perkins Vocational Education Act funds to make the report more meaningful. This

change is critically important as analysis of data for decision-making is difficult with the current format.

Rationale

It was difficult for the researcher to report on Carl D. Perkins Vocational Education Act activities as the format of the report is largely anecdotal. Selected activities were highlighted; thus it was difficult to determine the scope of activity. Titles and brief descriptions of all the projects were available, but were located in other documents. Numbers of participants served under various titles were not consistently available, nor were numbers of projects and dollar figures. WBVTAE staff indicated that numbers served were not aggregated due to the problem of duplication. However, it is not possible for the Wisconsin Council on Vocational Education or any independent researcher to evaluate levels of service without a consistent report of numbers served from year to year.

Presumably, the duplication would be fairly consistent between one year and another. Information on gender for at least a sample of project participants is needed to determine if services under the Act are equally available to men and women. It is likely, however, that in reauthorization of the Act, a reporting plan will be specified.

11. The Wisconsin Jobs Council should strengthen the coordination criteria requirements to ensure that the PIC and all K-12 districts in the SDA meet at least once each year to identify, in a structured manner, common needs and planning opportunities.

Rationale

There was a feeling of alienation relative to JTPA on the part of a number of K-12 educators interviewed. Comments were made such as, "It doesn't help our district that the District Administrator from XYZ is on the PIC." "We have to invite them to our planning, but they don't have to ask us anything for their planning."

Since CESAs are handling many JTPA projects and responsibilities, it has pushed K-12 Districts and JTPA even further apart in some cases.

12. Local Vocational Education Coordinators (LVECs) should be utilized more frequently and more consistently as the coordination link between the PICs and high schools with federally funded vocational programs.

Rationale

One of the reasons PIC Directors in this study had a much higher information level on VTAE than K-12 vocational plans was that there is generally one VTAE representative who is on the PIC and through which information can flow. Obviously, there are many more K-12 districts than VTAE Colleges. But the point was made by PIC Directors that there is no consistent point of access for information on K-12 vocational plans. JTPA staff utilize whatever point of entree they can find. The knowledge level of PICs should increase as they are invited to participate in planning for Carl D. Perkins Act applications, but the level of mutual knowledge that is essential for coordination could be maximized through the LVEC. (Also, the joint planning for Carl D. Perkins funds will not affect districts that do not receive funding.) Some of the 8% monies might be utilized to support LVECs as the links between high schools and PICs.

Another benefit of strengthening the LVEC's role in coordination is that it will help ensure the LVEC's involvement in the at-risk programs; the LVEC can then advocate for adequate vocational education in the at-risk programs.

13. The Bureau for Vocational Education, Wisconsin Department of Public Instruction should examine whether or not the requirement for an LVEC for Carl D. Perkins Act funding assists "the most economically depressed areas of [the] State..." as required in Sec. 2 of the Act.

Rationale

It is possible that requiring a school district to have the services of an LVEC in order to receive funding impacts negatively on the districts that are the most economically depressed. In that the state's largest cities have LVECs, the question would probably focus on smaller rural districts in sparsely populated areas of the state.

14. The boundaries for SDAs, VTAE Colleges and Cooperative Educational Service Agencies (CESAs) should be coterminous.

Rationale

This would eliminate vast amounts of administrative duplication and allow VTAE and JTPA to mutually focus their resources more on client needs. Coordination takes time. VTAE Districts are frequently in two major SDAs and sometimes three. The "administrivia" of RFP responses, sign-offs, and correspondence all must be duplicated twice or three times for each agency.

These duplications would be unnecessary with coterminous boundaries.

The recommendation includes CESA boundaries because more and more JTPA services are delivered through CESAs.

15. K-12 and VTAE vocational educators should improve their ability to develop mutually beneficial relationships with the private sector by using advisory committees to greater advantage. Agencies and organizations allied with vocational education such as the DPI Bureau for Vocational Education, Wisconsin Board of VTAE, Wisconsin Association of Secondary Vocational Administrators, Wisconsin Vocational Association, Wisconsin Council on Vocational Education, and the like, should provide leadership and renewed emphasis in the development of effective advisory committees.

Rationale

Results of this research show that while advisory committees were common in vocational education at both high school and post-secondary levels, judgements as to the contributions of these committees were lukewarm. This was reinforced by the ratings of effectiveness of involving the private sector in fund-raising or donations. This activity was also reported as having marginal results.

Given that the greatest barrier to involving the private sector was reported to be time for business people to participate, and secondly, time for vocational educators to participate, efficient and effective approaches to involving the private sector are needed. These approaches can be learned. Thus an opportunity exists for agencies and organizations in leadership roles to provide the needed technical assistance and encouragement.

It may be advantageous to consider changing the name from advisory committee to employer committee as "advisory" connotes a limited role.

16. The Carl D. Perkins Vocational Education Act and the Job Training Partnership Act (JTPA) should continue as two separate pieces of legislation. The Acts, however, should be made as consistent as possible in time lines, fiscal reporting requirements, and definitions. To the extent that it is appropriate, given the differing intents of the laws, participant reporting should also be as consistent as possible to facilitate coordination.

Rationale

While there are similarities in target groups and the end goal of employment, substantial differences still exist in the

implementation of the laws. The Carl D. Perkins Act encompasses the entire scope of occupational education. The Information Age requires a highly trained work force and training in a wide range of skill areas.

On the one hand, the vocational-technical education delivery system educates and trains highly skilled technicians who have outstanding math and science ability. There is a range of occupations of varying lengths and technical difficulty. Vocational-technical education must be able to continue to serve the whole spectrum of students.

JTPA has an extremely narrow focus and target population -- the economically disadvantaged. Serving the economically disadvantaged is an important part of vocational-technical education's responsibility, but it is only one of a number of responsibilities.

Perhaps even more importantly from the point of view expressed by respondents in this study, the measurements that Congress had hoped would make JTPA more accountable have not proven to be necessarily in the best interests of individual participants.

JTPA and the Carl Perkins Vocational Education Act should continue to do what each does best, while continuing to work cooperatively where their mutual interests intersect.

17. For better local coordination, all human service and educational agencies must coordinate with each other at the state level, especially in implementation of new programs.

Rationale

Respondents in this study said that a major encouragement to local coordination occurs when state agencies model behavior associated with coordination. Likewise, when agencies do not engage in joint planning and coordination strategies, the people "in the field" have difficulty doing so.

The perception of a number of people interviewed who represented PICs, VTAE Colleges, and Job Service was that there was not a clear signal from the top that agency coordination was a mandate. That is, in spite of coordination language, respondents felt that at the state Cabinet level, coordination was not occurring to the extent it should.

18. State agencies, particularly DILHR and DHSS, and, where appropriate, WBVTAE and DPI for federal programs, should expand efforts to develop a more uniform information system. Such a system should, at a minimum, eliminate duplicative data

collection and should facilitate case management for employment and training participants.

Rationale

Respondents in this study cited "too much paperwork and red tape" and "different fiscal and student reporting requirements" as two of the major barriers to coordination. In that agency coordination cannot be considered optional, ways of lessening the administrative barriers must be found. This study suggests greater investment in shared computerized client data systems among agencies.

This recommendation assumes that any efforts in this regard would include input from local users.

19. Selection criteria for administrators and managers in employment and training, job exchange, human services and educational settings should include: 1) evidence of ability to develop and nurture cooperative relationships with external groups; and 2) skills in helping groups arrive at consensus.

Rationale

A top factor identified in this study in interagency cooperation is personality of the individual or individuals in power, their willingness and ability to work cooperatively with others. Conversely, personalities are also major barriers to cooperation. Leadership has been traditionally defined as ability to control. Now, much stronger skills in team-building and consensus-building are required for leaders. Leaders should be selected on that basis as part of an agency's or organization's commitment to coordination.

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"Using Employers to Evaluate Programs," National Association of State Directors of Vocational Education In-Service, Las Vegas, 1987.

"Ten Cultural Considerations In International Business," Omega Travel gala opening, Madison, Wisconsin, 1988.

"If It's Strategic Planning, You Should Be Involved," VTAE Leadership Identification Program, Oconomowoc, Wisconsin, 1988.

"The Instructional Audit: Employers As Evaluators," state staff in-service, Vocational Education Division, Arizona Department of Education, Phoenix, 1988.

Special Projects:

Member, Advisory Committee, Project Breakway, McHenry County College, Crystal Lake, Illinois, 1972-74.

Chairperson and Assistant Director, WECEP Demonstration Workshops, Illinois Board of Vocational Education and Rehabilitation, Springfield, Illinois, 1974.

Curriculum consultant for compensatory education program, DeForest High School, DeForest, Wisconsin, 1974.

Curriculum consultant, UW-Madison graduate course, "The Newspaper and the Classroom", 1975.

Content developer, Mainstreaming the Exceptional Child [telecourse] with M. Fruth and J. Lake. Released by WHA-TV, 1975.

Producer, The Delbecq Nominal Group Process [videotape] copyright 1976, with A. Delbecq and S. Skubrick.

Moderator, History of VTAE [videotape] produced by Fox Valley Technical Institute, 1982.

VTAE representative, Regional Educational Partnership (REP) Project, UW-Oshkosh, 1985.

Judge, National Restaurant Association/Wisconsin Vocational Association Award for Excellence in Food Service Education, 1985.

Evaluator, vocational-technical programs including Agribusiness, Auto Body, Data Processing, Farm Training, Fire Protection, Goal-Oriented Adult Learning, Machine Tool, Metal Fabrication, Nursing Assistant, Parts Specialist, Pulp and Paper, Practical Nursing, Secretarial Science, Technical Nursing, Welding, Wood Techniques, for Fox Valley Technical College, 1983-85.

Evaluator, vocational-technical programs including Accounting, Administrative Assistant, Executive Secretary, Information Systems, Legal Secretary, Management, Secretarial Science of National Education Institute, Brown Institute Campus, Minneapolis, for Wisconsin Educational Approval Board, 1985.

Evaluator, Mental Health/Human Services Associate and Recreation, Parks and Leisure Studies programs, Catonsville Community College, Baltimore County, Maryland, 1985.

Evaluator, Organizational Safety Technology and Mechanical Maintenance Technology, programs, Catonsville Community College, Baltimore County, Maryland, 1986.

Consultant, conducted needs assessment for Taylor County Community Education Center and Antigo Branch Campus, North Central Technical College, Wausau, Wisconsin, 1986.

Member, State Superintendent's Committee on Japanese Language and Culture. Chair of Business and Industry Subcommittee, 1986-87.

Delegate, Governor's trade mission to Asia to open Wisconsin's Hong Kong office, 1986.

Wisconsin Delegate, Great Lakes Japan-In-The-Schools Project, appointed by State Superintendent of Public Instruction, since 1981.

Coordination Agreement
Between the
Wisconsin Board of Vocational, Technical and Adult Education
and
Central Wisconsin SDA Administrative Entity
and
Mid-State VTAE District

Purpose:

To assure that coordination and cooperation can be accomplished between the Central Wisconsin SDA Administrative Entity and the Wisconsin VTAE system in a manner that permits all parties concerned to effectively carry out their legislated missions in the provision of training and services to the citizens of Wisconsin under the Job Training Partnership Act.

Provision of Information:

The Wisconsin Board of Vocational, Technical and Adult Education, hereafter called the Board, will notify Central Wisconsin SDA Administrative Entity of any and all policies and procedures which may affect SDA planning and administration. This information will be provided to the SDA by including the Central Wisconsin SDA Administrative Entity on the Board's distribution list for all JTPA related information, procedures and directives.

The SDA Administrative Entity will advise the Board and VTAE Districts of its goals and objectives, and include them on its mailing list for JTPA related information, procedures and directives.

Joint Planning:

JTPA 8% proposals will be developed through joint planning between Mid-State VTAE District and Central Wisconsin SDA Administrative Entity. The VTAE District will initiate the planning process. The planning should include a discussion of such items as current labor market information, types of 8% projects to be submitted, lead agency for the participants and resources, if any, which will be provided to participants. A copy of planning committee meeting minutes will accompany all 8% proposals submitted to the Board for consideration for funding.

Review and Comment:

At least 30 days prior to submission* of 8% proposals to the Board, the Mid-State VTAE District will present copies of 8% proposals to the Central Wisconsin SDA Administrative Entity for its review and comment. Non-JTPA matching funds will be identified in the proposals submitted.

* Note: For program year 1986 only, the SDA Administrative Entity will be guaranteed 30 days for review and comment prior to funding decisions being made.

The Central Wisconsin SDA Administrative Entity will forward all comments to the Board and Mid-State VTAE District. The Board will take the SDA comments into primary consideration in its review and will not approve funding for any 8% proposal which the SDA indicates would be in conflict with the SDA's programmatic and labor market needs.

Funds allocated according to Section 123 of the Act are to be utilized subject to this coordination agreement. Proposals submitted to the Board shall be in accordance with specifications found in the Request For Proposals.

The Mid-State VTAE District shall maintain ongoing and timely sharing of 8% participant status with other agencies providing training or services to these same participants in order to foster effective coordination.

Board staff will monitor and provide technical assistance to the VTAE District(s). All parties to this agreement shall provide a list of staff assignments to facilitate necessary three-way communication.

The Board recognizes that it may be desirable for Central Wisconsin SDA Administrative Entity and Mid-State VTAE District to generate further formal agreements to assist in the management of training and services at the local level. Such agreements shall not be binding upon the Board unless incorporated into this agreement as set forth below.

Duration:

Amendments to this agreement can be initiated by either the Board, Mid-State VTAE District or Central Wisconsin SDA Administrative Entity upon 60 days written notice of the need for and substance of amendments to be considered to the other parties of this agreement. Specific negotiation regarding amendments shall include representatives of the Board, the SDA, and the VTAE District(s) affected. Amendments shall be effective upon agreement by all parties of this agreement.

This agreement is entered into this 16 day of June in the year 1986.

Robert P. Sorensen, Ph.D.
State Director
Wisconsin Board of VTAE

Name
Mid-State VTAE District

Name
VTAE District

Name
SDA Administrative Entity

*Name
*PIC Chair
*PIC Name

*Name
*Chief County Official
*SDA Name

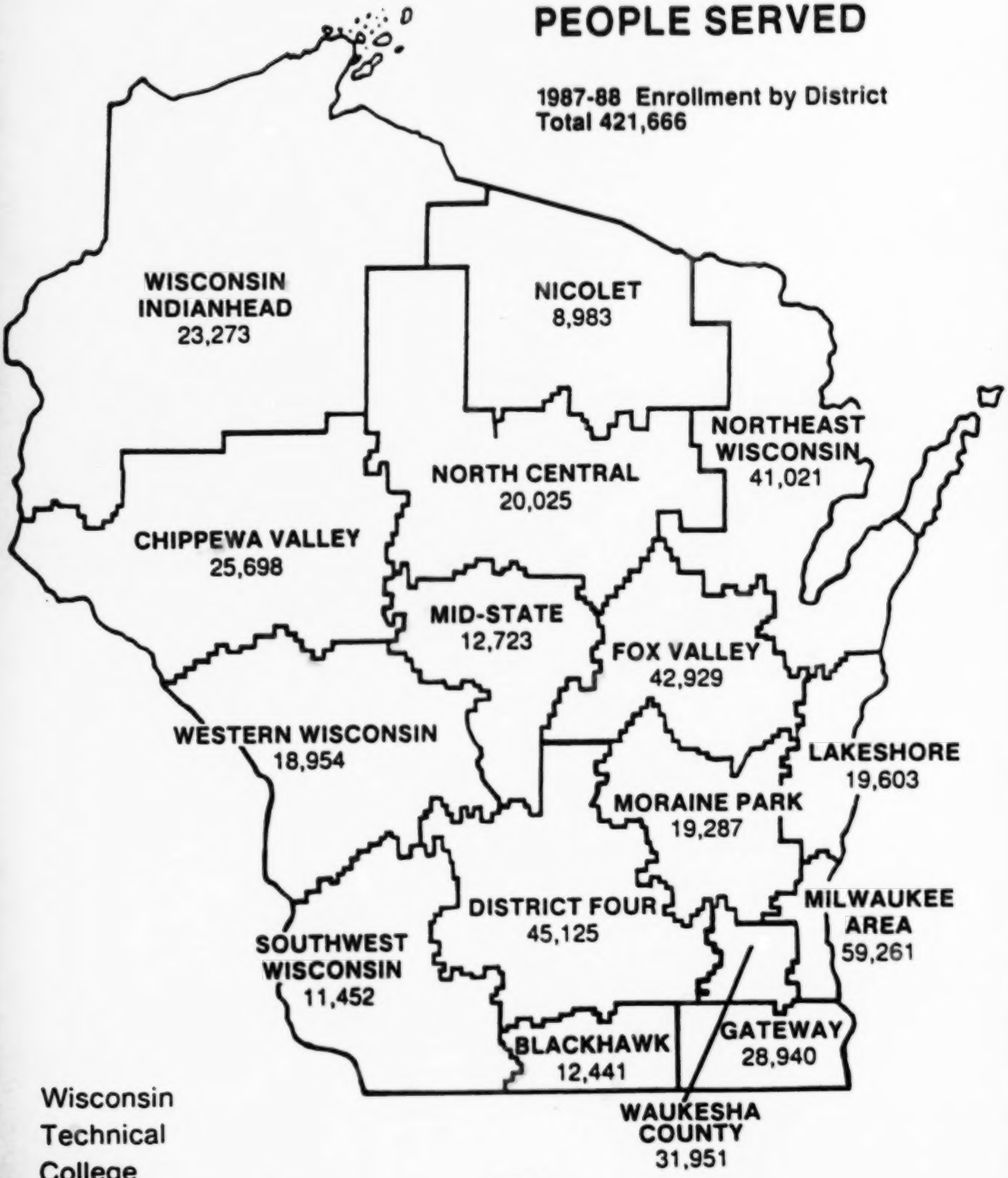
* Optional

JAM/pr
4/17/86

Service Delivery Areas
Job Training Partnership Act
9
Northwest Wisconsin
13
North Central Wisconsin
14
Northeast Wisconsin
11
West Central Wisconsin
6
Marathon County
10
4
Northern Lake Winnebago
Central Wisconsin
2
17
Lake Michigan
16
Western Wisconsin
Wisconsin Lake Consortium
5
South Central Wisconsin
12
WOW Job Training Partnership
8
Dane County
Milwaukee County
18
15
Southwest Wisconsin
Rock County
7
3
Southeastern Wisconsin

PEOPLE SERVED

1987-88 Enrollment by District
Total 421,666



Wisconsin
Technical
College
System

TABLE 39
EXTENT TO WHICH ALL RESPONDENTS BELIEVE K-12 DISTRICTS ARE INTERESTED IN COORDINATION WITH THE PICS

Group	Responses	Average
LVEC's	13	4.31
DPI Staff	16	4.25
K-12 District Admins.	5	3.80
PIC Directors	4	2.75
DETP	8	2.13

TABLE 40
EXTENT TO WHICH ALL RESPONDENTS BELIEVE PICS ARE INTERESTED IN COORDINATION WITH K-12 dISTRICTS

Group	Responses	Average
PIC Directors	6	4.33
DPI Staff	11	3.82
LVECs	9	3.78
DETP	9	3.22
K-12 District Admins.	3	2.67